DECENTRALIZED BRANCH Y.M.C.A. DEVELOPMENT

IN A LOCAL RESIDENTIAL COMMUNITY

An Analytical Study of the Fairmount and Fraserview-Killarney Y.M.C.A.'s in the South-Eastern Section of Vancouver 1944 to 1960.

by

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ABSTRACT

The general subject of this study is the post war development of the decentralized YMCA: the specific study in its application in a particular section of Vancouver (two "local communities" in the south-eastern section of Vancouver). The Fairmount YMCA, established initially in Fairview-Mount Pleasant area, and the extension of 'Y' services to become, in 1960, the Fraserview-Killarney Branch, are analyzed over a fourteen year period.

The study is an historical analysis of community organization process, and of group work in meeting the recreational needs of the Fraserview and Killarney citizens. Decentralization of agency-administration as the principle of an individualized service, through the opportunity for local responsibility and control, is critically appraised in the light of results. The role of the professional worker, and the process of community organization for recreation, is analyzed through the use of process recordings.

For the Fraserview-Killarney YMCA, as well as for other Branches of the Vancouver YMCA, the study indicates that the role of the YMCA in the residential community is to supplement public recreation and other community services. The changing social structure of the community, and the need for the YMCA to broaden and adapt "family type" services, both demonstrate that the YMCA, as well as other private agencies, will need to retain a flexible structure of operation if it is to retain the interest of the people concerned in voluntary participation.
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DECENTRALIZED BRANCH Y.M.C.A. DEVELOPMENT

IN A LOCAL RESIDENTIAL COMMUNITY

An Analytical Study of the Fairmount and Fraserview-Killarney Y.M.C.A.'s in the South-Eastern Section of Vancouver 1944 to 1960.
"In a few years the project is going to have considerable trouble with the increasing numbers of teenagers unless something is done for them." This was a typical comment when the Fairmount YMCA was making inquiries into the recreational needs of the Fraserview Housing area in Vancouver. The statement represents a complexity of community problems worthy of study. To begin with, the 'community conscious' citizens revealed through further discussion that they were considering the recreational needs of their community. These people were genuinely concerned with growing preadolescent and adolescent population, and the lack of well-planned and organized leisure-time activity for their youth. Their fears and doubts in approaching the problem led to a number of questions that need to be answered. Some of these questions included: What are the values that may be contributed through a good recreational experience? What have been the traditional patterns of meeting a community's recreational needs? Who should be responsible for providing recreational services? And, how does a modern community or geographic area recognize the need for, organize and implement them?

- Recreation has been defined as:

"... experience engaged in either alone or with others for its own sake and the gratification in doing; as an
expression of the inner nature of man, as the satisfaction
of basic human appetites, as a form of leisure time experi-
ence in which physical, mental or spiritual satisfaction
comes to an individual from participation in certain forms
of activity. Expressed in terms of activities, recreation
has been defined as any activity which is not consciously
performed for the sake of any reward beyond itself, to
which we give ourselves in our leisure time, which offers
man an outlet for his mastery, or in which man engages
because of inner desire and not because of outer compul-
sion. In short, recreation may be considered as any form
of leisure time experience or activity in which an
individual engages from choice because of the enjoyment
and satisfaction which it brings directly to him.\textsuperscript{1}

Applied to modern living, recreation may be seen to take many
shapes or forms. Passive kinds of activity; watching tele-
vision, going to a movie, or just plain 'loafing' all may be
considered recreation. The more active forms of physical
activity; individual and team sports, various forms of out-
door interests such as camping; are other types of recreational
activity. Cultural or creative pastimes, including music,
drama, fine arts, hobbies and crafts, would also be classified
as involving recreational experiences. They are all types of
activities that may be pursued in the individual's leisure
hours, but whether they contribute lasting satisfaction,
whether they help youngsters mature and grow up as healthy
responsible persons is another issue.

Recreational Values

Today recreational activities have become increasingly

\textsuperscript{1} Butler, G.D., Introduction to Community Recreation,
important. Recreation has been commonly conceded as an outlet for the fulfillment of happiness. However, G.D. Butler has emphasized the 'happiness is essentially a by-product which can best be achieved in a balanced life along with work, rest, love and worship'.¹ G.B. Fitzgerald points out in his book, Community Organization for Recreation, "To rank recreation as a social movement is to recognize its relationship to other human needs."² Recreation in this sense is viewed as 'part of the whole life', having value in the 'satisfaction of basic human needs', helping the formation of personal relationships and the development of cooperative and collaborative habits and joint undertakings', assisting the individual in 'belonging, contributing, and gaining prestige from the group, at other times breaking down social barriers'.³ Fitzgerald also warns against 'the fallacy of putting recreation forward as a substitute for economic security or emotional stability'.⁴ The over emphasis placed upon recreation movements has sometimes led to the misunderstanding that recreation is a panacea for social ills -- notably, juvenile delinquency. Consequently, recreational authorities are constantly required to analyze and interpret the relation of recreation to the many social problems of our society.

1. Ibid, p. 10.
There have been many factors which have affected the availability of recreational activities, and the need for them. Urban development, changing home conditions, increased pace of modern living, unemployment, specialization and mechanization in industry, the greater span of life, shorter working hours, commercial entertainment, the ready-made pleasures easily available as the automobile, have all influenced current recreational needs. As one source notes, "... the misuse or abuse of leisure can and often does lead to social pathology". Discussing recreational needs of Canadian youth, the Canadian Youth Commission recorded; "... A recurring theme in youthful discussions is the question of where and how to spend spare time. Rightly or wrongly, thousands of young people are at a loss. Perhaps they should be expected to create interesting leisure opportunities of their own ...." They added "... Our purpose is simply to record that there is little to do in leisure hours, especially little that young people would seriously claim worthwhile."  

The final consideration of recreational values is in the influence that recreation has upon the individual. Butler lists seven contributions of recreation, notably to 'physical health, mental health, character development, community solidarity, morale, crime prevention and public safety. However, he

2. Canadian Youth Commission, Youth and Recreation, (Volume 6), Ryerson Press, Toronto, 1946, p. 41.
concluded that "the chief value of recreation lies in its power to enrich the lives of individuals." Relating recreation to the impersonal and complex aspects of modern living, L.R. Slauson in *Recreation and the Total Personality* states: "Some of the services of recreation to the individual may be classified as those that serve as complementary experiences, as having compensatory values, as serving to discharge aggression, as patterns for regression, as escape from reality, as satisfying social hunger, and resources for solitude." In view of the impersonal nature of modern living, man has needed outlets for his basic drives. The pursuit of recreational activities allows for more socially acceptable ways of gratifying these basic drives. Many patterns of leisure activity do not include the individual as a participant in the process and because of it may not be constructive but 'fallacious procedure for it means giving recreation to people, rather than helping them to get it for themselves'.

**Recreation as a Part of Social Welfare**

Recreation may properly be regarded as a part of the social welfare services. Professional specialists in social

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work, group workers and caseworkers, have become conscious of the fact that recreation may serve as a preventive or remedial device for the "socialization" of the individual to various environmental conditions (both good and bad). Historically, the roots of individual or group interest in the welfare of the community go deep into the past, but particularly in the nineteenth century English and North American social welfare developments have closely paralleled each other. Social movements advocating factory reform, public health and sanitation, educational schemes, workmen's compensation, various categories of public assistance, and so forth, developed on both continents. The Charity Organization Society first formed in England in 1869 followed in the United States in the 1870's. Fitzgerald views the charity organization movement as "... representing an organization of community forces to meet community needs" and thus, "... the beginnings of community organization."

Two separate developments of importance in early social work were the settlement house and community centre ideas. The settlement house involved the provision of service to the lower social classes. Established in blighted and socially disorganized urban areas, the settlement house endeavoured to raise the moral of the local community by helping the residents to rally together and meet their common needs. The settlement

1. Ibid, p. 48-49.
house was instrumental in helping to organize community councils, particularly those of a neighbourhood nature. "Settlement house philosophy with its emphasis on local communities to solve their problems had much influence on community organization through coordinating councils, neighbourhood surveys, and city-wide action through federation of settlements."¹ Although recreation was not the prime purpose of the settlement house, recreational activities were, and still are today, an important part of the settlement programme. Today the settlement house is still making an important contribution to many communities even though shift of nationalities, emergence of new social needs and other developments have caused settlements to change their character more than once in their history, to move from one to another community, or to close entirely.

Community Organization for Recreation

In the beginning, the community centre movement in the United States was related to the availability of school buildings for community groups as well as for public recreation services. Community organization for recreation has been defined by Fitzgerald as:

"... The development and maintenance of leadership facilities and programme or services that will promote optimum recreation opportunities for all the people of a community. It includes relationships among all the recreation resources of a community that will assure cooperation, coordination, and community solidarity as a basis for the opportunities. It means developing and

¹. Ibid., p. 56.
maintaining a structure that is designed to present resources to meet needs and to establish new resources if their need is indicated.¹

The nature of community organization has been described from many differing points of view. As used in community organization in social work the term 'community' implies much more than a geographic entity. "... It may also mean a community of interest or function cutting across geographical lines ... leisure time affiliations may be with people in many different geographic communities .... Thus, we also find a tendency for social agencies to be organized around areas of interest or need, with many of the lines of association being 'vertical' from one agency in a local community to its state and national affiliates and to similar programmes in other communities, and not 'horizontal' to other types of agencies in the same city."²

Years ago, Jesse F. Steiner stated that 'the real meaning of community organization appears when it is looked upon as an essential and continuous part of the social process and not merely as an administrative device developed within recent years."³ This viewpoint sheds important light on current opinions on community organization principles. C.F. McNeil, in defining community organization points out that "... it is the process by which peoples of communities, as individual citizens or as

¹. Ibid., p. 22.


representatives of groups, join together to determine social welfare needs, plan ways of meeting them, and mobilize the necessary resources."¹

Community organization practice is now an accepted method within the social work profession. It need not be applied only to recreation of course but the applications are the most relevant for the present study. Wilbur L. Newstetter believes the committee is "... the major setting for community organization practice ..." and that "the most important skill of the professional worker is to enable by 'indirect leadership' an intergroup process to take place." Newstetter emphasizes that the intergroup process must "... deal with the adjustment relations between groups and not the personal needs of the members and "have a 'selected goal' in order for the achievement of purpose in this process."² Other scholars have been highly critical of Newstetter's proposals. Arthur Dunham views the role of the community organization worker as "... that of creative leadership." In this sense the worker is visualized as a "... creative partner and participant in the determination of objectives as well as the expert in the process of community organization."³

Another viewpoint expressed by C.F. McNeil describes several methods within community organization practice. These are: administrative and process of recording, research, consultation, group conference, committee operation, interpretation, administration, mobilization, and negotiation.\(^1\) Although these approaches stress different aspects of the community organization process, most of these workers would agree that the resources must be applied to the development of the community if progress is to be sound.

Campbell Murphy has introduced a new concept, that of the professional discretion to be used by the community organization worker. Professional discretion is described as: "... knowing when to use which methods, and in knowing through what groups to work in using the method selected."\(^2\) Murphy concludes that "... the practice of community organization is the art of involving the community in its own social destiny, of enabling it to meet its needs as determined by itself."\(^3\) Like the individual in social casework practice, or the group in social group work practice, the community in community organization practice is enabled to start from where it is thought of being different, in having unique character-


\(^3\) Ibid., p. 20.
istics from other communities; and it is believed capable of solving its own problems.

Recreational Resources

Like other social services, the provision of recreation has expanded in recent decades to include a great number of organizations of a public and private nature. In the United States Fitzgerald has classified the development of recreation into six separate periods. The first period, from the charity organization movement to the first world war, was characterized by cooperation between social agencies, community programmes of settlements, and the rise of state and national agencies and groups. The second period, 1914-18, represented community mobilization for emergency purposes and intensified the use of community facilities. The National Recreation Association was formed in this period. There was a rise of city, state, regional and national planning groups in the nineteen twenties, the third phase in the development of recreation. At this time, "... realization came that all groups and agencies and institutions must play a larger part in community life than that to which they had been accustomed."¹ The nineteen twenties saw the expansion of the Community Chests and Councils and the evaluation of aims and objectives of many organizations. The depression beginning in 1929 marked the fourth period; gradually under the New Deal innovations in recreation services

came to fruition. Federal recreation projects such as the advisory councils created by the Work Projects Administration contributed to closer public and private cooperation in planning and sharing community needs, greater participation in community recreation, expansion of legislation, and the development of professional education for recreation in the nineteen thirties. World War II, the fifth period, accentuated need for the application of community organization methods to local and national needs. The American Red Cross and United Services Organization enabled thousands of citizens to participate in the war effort and thus, volunteer efforts became more and more accepted in recreation and many of the other social welfare services. The loaning of staff members of the National Recreation Association to Government agencies and the renewal of community councils were other important influences of the war period. The sixth and final period, the present post war era, has continued many of the war-born services. In the United States, the state governments assumed some of the consultative services carried on by the Federal Government during the war. Co-ordination and joint planning involving the differing levels of Government were created with an emphasis on local needs. One example of this trend is the growing community centre movement, which has characterized Canada as well as the United States. Frequently established as war memorials, community centres have been encouraged by municipal governments. Control over policy and programme has been usually
left in the hands of citizen groups, assisted by professionally trained leaders. The degree of joint planning between public and private recreation agencies has varied from one geographic area to another; the need for joint public and private cooperation in meeting recreational need remains as one of the major concerns of the present day.

Public Recreation -- Areas of Responsibility

As with other welfare services in Canada, all governments -- municipal, provincial and federal -- have become more and more involved with recreation. This situation is reflected by greater tax budgets allotted to public recreation, and a greater public acceptance of recreation as an inherent part of modern living. No longer does the puritanical view that enjoyable leisure is evil present a formidable stumbling block to recreational planning, as it did in the past. The public agency's increasing responsibilities indicate the recognition that recreation fulfills a basic human need and has constructive values for the individual.

The entrance of the public agency in recreation has not removed the private agency, for as Fitzgerald notes "... community recreation includes all recreation opportunities existing in the community of a private, voluntary, commercial, and public character."¹

The responsibilities of public and private agencies in recreation have been classified as:

"(1) Development and maintenance of major recreation facilities, such as parks, playfields, tennis courts, swimming pools and beaches, golf courses, and picnic areas is a public responsibility and one that depends upon support from public funds.

(2) Provision of leadership, equipment, and supplies for an inclusive programme of organized recreation opportunities for all the people is also the responsibility of the public agency and ordinarily is discharged by the schools and government recreation authorities.

(3) Organizing and maintaining leadership and programme services, for small groups, some of which may be self-organized and self-determined is a function in which private agencies are most conspicuous. They give much attention to the group process and the inter-relationships of group members. Because they are not charged with a service to all, private agencies are in a strategic position to fulfill this function.”

These classifications are laid down as a standard for future recreational planning. As many communities still do not have adequate public services the private agency has continued to provide service that would otherwise be considered the function of the public agency.

Where do the various government levels, municipal, provincial and federal, fit into the pattern of recreational service? Strong support is given today to the belief that the local community itself should remain as the controlling agent of community recreation. Supporters of this argument believe a maximum degree of flexibility will result from such an arrange-

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1. Ibid., p. 86-87.
ment. Consequently, the municipal government, having a closer association with local communities has remained as the authority with direct control over public recreation. The methods by which the municipal government administers the service may differ. In Canada, park boards, school boards, and sometimes recreation commissions have been charged with the main work.

The influence of the state and provincial governments in the United States and Canada, respectively, has increased with the public recognition of recreation. Inter-dependence and inter-relationships among the different levels of government have an important influence on recreational plans at all levels. State or Provincial authorities have been created to stimulate recreational planning and to strengthen the existing community services. Providing financial services, studying recreational needs, developing advisory or consultative channels, holding conferences for lay and professional people, promoting standards for recreational services, stimulating recreation in rural areas, and developing methods of recruiting professional workers are some of the functions which fall to the state or provincial governments.

Federal governments of both United States and Canada are a further source of assistance to local communities in developing recreational services. Many federal agencies, departments and divisions of the United States National Government are presently involved with different aspects of recreation. Numerous national concerns such as physical fitness also closely
associated with federal government functions in recreation.

Private Agency Recreational Responsibility

With the advent of increased public recreation the private agency in the leisure time field is more and more stressing a specialized function. Private agencies, generally because of flexibility in administration, are continuing to experiment and to meet new needs arising in society. With this changing role private agencies have endeavoured to raise the quality of service rather than necessarily increasing programme volume. However, the availability of more leisure time than ever before is causing private agencies to increase the volume of services accordingly. The settlement or neighbourhood houses are now giving emphasis to serving the family through highly trained professional social workers. Recreation, group work activities, and family counselling are a more important aspect of settlement house programme than ever before. The Boys' Club movement has continued to remain primarily an agency serving boys between the ages of eight and eighteen even though experimentation of serving the older age group has taken place in certain local Boys' Clubs. This agency also as a feature of specialization is locating mainly in deteriorated communities of low socio-economic standing. Finally, private agency services are continuing to expand sometimes through the creation of new agencies or movements such as the Little League Baseball programme in recent years. Through all these trends and others the private agency today is supplement-
ing the public agency, commercial recreation and family leisure time in providing a community recreation programme.

The Origin of the Young Mens' Christian Association*

The 'Y' is one of the oldest and most ubiquitous of all private recreational organizations. The birth of the YMCA took place in London, England in 1844, a movement like many others emerging at the time attempting to offset the ideas and worst feature of urban and industrial growth. Cities were overcrowded and unsanitary providing a meagre and dull existence for young men required to work long and arduous hours of labour. Within this environment it was not surprising that various social ills including excessive drinking, gambling, and other forms of vice were common outlets as a temporary relief from the drab living conditions. The founders of the YMCA were a group of young men employed in the textile industry. They saw the need to create for themselves a greater opportunity for constructive social outlets. Through lectures, discussions, prayer meetings, and public debates the founders endeavored to stimulate their own personal growth and maturity. The movement was born out of the Protestant Christian tradition involving several denominations.

"... While the values and standards accepted by George Williams and his colleagues who formed the first YMCA were those current in many Protestant circles, the method of winning men to these was new. There was little of the formality of the Church, there was no adherence to denomin-

*Hereafter the Young Mens' Christian Association will be referred to in the following terms: "YMCA", "Association" and "Y". 
national creeds or dogmas, there was no clergy or trained authority to direct this work. Their approach was rather, simple and attractive, directed at those with whom the members worked, developed with an eye both to the gospel they accepted and the evils which militated against its acceptance and dissemination.¹

The Association grew throughout the industrial centres of England as a selfgoverning, voluntary organization which sought to provide interesting leisure time activities as a means of leading young men to "the Christian way of life."

The evangelical zeal of the founders of the Y.M.C.A. was the motivating force in the spread of the "Y" movement to continental Europe and to the British North American Provinces in 1851. The reason for the existence of the YMCA in North America was quite different from the Association's English origin. Life in the predominantly rural populated country was regarded as 'dull' and 'primitive'. The early North American YMCA members appeared to be impatient with the role of passive recipient allotted to enthusiastic young lay Christians in any one of the major Protestant denominational Churches. As in England early members of North American Associations did not seek to break away from the Church but rather to seek out and share Christian standards and values with a group of young men holding similar convictions. The sparse rural population presented a real need for fellowship and experiences providing resources for enriching one's life.

Like the early English Associations, the YMCA's in Canada provided reading rooms, libraries and lecture series as a means of attracting young men to the movement. Ross records that interest in being well-informed, and community service, were the reasons for the origination of the Canadian YMCA.

"... The fundamental drives which led to the initiation of the YMCA were ... the need for association with a similar age group whose members shared a common purpose, provided support and encouragement for each other in the pursuit of this purpose, were interested in 'practical Christian service', and were concerned with social and educational activities which might enrich their lives and, at the same time, brighten the life of the community."

The Growth of the Canadian Y.M.C.A. (1851 to 1945)

The first Canadian YMCA was established in Montreal in 1851 -- only seven years after the initiation in London. Many of the early Canadian Associations that followed were transient and unsuccessful. Unlike England where Associations grew out of an attempt to meet a special set of needs for young men, Canadian YMCA's emphasized general evangelism of the city mission type, the conduct of Mission Sunday schools in depressed areas, and visits to jails and hospitals. Both Canadian and English Associations drew from the evangelical revival of the nineteenth century, the factors which moved them to action. The evangelical revival of the 1850's was a deeply moving faith, based on Bible authority rather than Church councils,

1. Ibid., p. 9.
and requiring testing by personal experience.

The Canadian Association was also greatly influenced by a development in the New York YMCA, in the United States. In Albany in 1866, at the eleventh annual convention of the American and Canadian Associations, a proposal was put forth by Mr. Cephes Brannard, a layman, and Mr. Robert R. McBurney, the General Secretary, that "the YMCA should limit their activities to Christian work for and by young men." This proposal for specific work by young men for young men was based upon a detailed survey of conditions affecting the life of young men in New York City. Published in 1866 it showed:

"... the prevalence of strangers, the inattention of employers to the interests of their employees, the low salaries, the exclusiveness of society, the drab condition of boarding houses, the prevalence and unfortunate effects of gambling, drunkenness and prostitution, the absence of young men from the churches, and the limited nature of any educational or cultural opportunity."

There was another most important influence in the development of the North American YMCA arising from the recommendation and that was the YMCA building planned by the New York Association. The type of building that was to be widely followed was comprehensive, well unified and practical, and contained a reception room, or lobby, reading room, library, recreation room, lounge, lecture room, gymnasium, baths, bowling alleys,

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numerous educational classrooms and an auditorium.

The development of the Canadian YMCA closely followed the general growth of the nation in the period between 1871 and 1900. There was a specialization of Association work to meet particular needs of young men living in Canadian cities. Some of these specializations included physical education, adult education, camping, religious education, student work, war services and work with railroad men. A beginning was also made in boys work although the philosophy of this work did not follow until a later period. The influence of the YMCA in the United States in methods of work in Canadian Associations particularly in achieving a degree of flexibility permitted the pioneering of services to the above special groupings.

The Canadian YMCA Study Committee of 1945 noted:

"... The purpose and method of the Association came to be accepted in Canadian life. Its work was effective and widely supported. This led to greater stability in its work and more new local YMCA's were opened, buildings erected, and fewer YMCA's lapsed or were discontinued."

From 1900 to 1924 a continued growth in YMCA buildings as a symbol of the YMCA movement was an accepted method of expansion. An established pattern of work had taken place which made for greater clarity of purpose of newer Associations. The YMCA building is accredited with creating greater public understanding and support for the YMCA. At the same time the

1. Ibid., p. 39.
building development with several departments made for elements of an institution which was to become large and impersonal in character; a factor which was to become an adverse deterrent to the pioneering spirit of the movement in some instances.

With the continued growth of Canada, Association leaders saw the need for creating a national body. The Canadian National Council of YMCA's in Canada was created as an advisory body. Laymen and employed officers, called "secretaries", were eager for a national identity. They were also eager to participate in meetings with American Associations and to maintain a close liaison with programme development to the south. The similarity of programme activities in the two countries is indicative of the close relationship and exchange of ideas at fraternal conferences and conventions.

War services during 1914 and 1918 gave the YMCA an opportunity of extending its buildings and resources to the military services. Although a public inquiry of YMCA war services, which was carried out at the insistence of Association leaders, revealed there had not been a misuse of subscribed funds, criticism of the YMCA was voiced by some returning service men particularly in regard to overcharging. The War Service represented a large scale operation by a private religious organization that was to bring about the Association's first real experience of public disfavour. This circumstance was to carry forth into following decades and was heard as recently as the Capital Fund Drive of YMCA of Greater
Vancouver in 1957, more perhaps by Association personnel who were cognizant of this period rather than the general public.

"... Dr. Owen Pense expresses this point of view in referring to a similar and perhaps more widespread and persistent attitude in the United States. Perhaps the basic error, if such it was, consists in attempting to play such a comprehensive role. It would seem impossible for a Protestant religious organization, even in wartime, to act as representative of all the people. Civilian in character as it was, it could not become a public agency or serve in a public capacity without exposing itself to the reservations or resistance of those who held fundamental doubt as to its disinterestedness; the fact that 'the American Associations encountered the same difficulty as the Canadian but, the British did not', lends support to this deduction."

Other YMCA programmes including an expanding boys' membership in camping, physical education classes and Hi Y Clubs; adult education classes; and a physical education programme that was to pioneer this field in Canada; were examples of the growing specializations within many Associations. The Canadian YMCA was basically an urban or large city movement for there was little success in rural areas.

The period from 1921 to 1945 is characterized by several changes in Canadian life that were to alter the YMCA. The roaring twenties, the great depression, and recent World War created an unstable environment for the nations' youth. The Association was required to deal effectively with educational theories challenging traditional concepts of youth work where rigid measures of discipline rather than individual

1. Ibid., p. 44.
self-discipline and self-initiative were encouraged. YMCA secretaries were required to raise their educational standards and to re-examine work methods. The new education fostered Association leaders to place greater importance on the primary group and to crystalize ideas on neighbourhood and school clubs. Changing community relations with the growth of Community Chest and Welfare Councils required the YMCA to find a distinctive place in broadening community relationships. Widespread interest in public affairs institutes led the Association to initiate programmes such as So-Ed which was to provide a noticeable broadening of the intellectual concerns of YMCA young adult groups.

In the war period beginning 1939 the YMCA shared with three other agencies in providing auxiliary services to men in uniform. Although there were fewer programme innovations and less freedom for the Association in the 1939 to 1945 war period there was far less risk to maintaining positive relations to the Canadian community. The number of Associations did not increase rapidly during this period but:

"... There was growth, however, at a deeper level resulting in greater clearness of purpose, knowledge of improved methods of work and better relations within the community."1

A significant development during this period, although largely unsuccessful, was the expansion planned in suburban areas of

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1. Ibid., p. 55.
large cities, smaller towns and the rural community. The National Council employed five field staff members to facilitate a programme of planned expansion. Two reasons have been offered to explain the failure of the project. To begin with, few communities were appraised in regard to their ability to financially support a private membership organization like the YMCA, secondly, the Associations' traditional building services were not in many cases adaptable to the social conditions pertaining to the suburban or rural community.

"...The first attempts at extension into suburban areas merely used school gymnasiums and swimming pools to accommodate the mass physical programme characteristic of the Association in its city buildings. Later developments, however, substituted some form of group work. These have proved more successful."1


Since the study by the Canadian YMCA the Association has continued to adapt to changing social conditions throughout Canada. The growth of public recreation and the acceptance of the principle that various government bodies have a responsibility to meet the needs of citizens in leisure hours has continued the transference of certain activities previously sponsored by the YMCA. Also, at the public level the schools have accepted a greater responsibility of educating the total person and extra curricular programmes in schools have, therefore, increased in content and volume. Special youth groups

1. Ibid., p. 49.
particularly in the area of athletics such as Little League Baseball have diminished the need for YMCA service in these areas. Commercial recreation, also has continued to become a widely supported enterprise in the field of music, drama, art, and professional sports. These trends and many others in the leisure time habits of people have required the Association to re-examine on a continuing basis it's place in the modern community.

In recognition of the changes taking place in modern life the Association through it's National Councils both in the United States and Canada and by local YMCA's have conducted self-studies to ascertain the effectiveness of it's programme services. In addition, in most large cities the YMCA through welfare councils is a participant in social planning in recreation and welfare that has a bearing upon Association work. The influence of these self-studies upon Association work as well as the growth of activities sponsored by other groups in the community is shown in almost all departments of YMCA's throughout the country. Girls and women within YMCA memberships has given rise to family YMCA's and increased relations with YWCA's. In Canada in 1959 the Canadian YMCA published a report on a YMCA Commission on YMCA-YWCA Relations, and family YMCA's which endeavoured to provide a future basis

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to national policy regarding future YMCA-YWCA working relations. In the United States a National Consultation of work with the family and publication of programme goals for work with the family was published. The influx of public physical education both through the schools and community centres and the anticipated future growth of these services has and will continue to challenge the need for extensive physical education services traditionally carried on by the YMCA. Rather than eliminating Association physical education, recreational trends will allow for greater specialization and the pioneering of new activities by the Y's physical education personnel. YMCA youth work services have also encountered a need to stress 'purpose' club programme based upon educational group work theories. In this field the Association is placing value on mass programmes, popular in the past, only in so far as they supplement the smaller self-determining group activities, where intensive leadership brought about by a lower ratio of members to group leaders creates a more qualitative programme. Young adult departments formerly conducting educational classes have given more emphasis to a combined social and educational programme probably best exemplified by the So-Ed programme first operated by the Vancouver Y.M.C.A.

The multiple-service characteristics of the YMCA have

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generally been regarded by Association personnel as an example of a pioneering spirit and flexibility. Starting with young men the YMCA has since branched out to serve nearly every age group. With the influx of women and girls into the membership, the entire family is now being accepted as members. A gradually lowering age group is also noted in the Association membership. Activities are now sponsored by the YMCA in nearly every phase of leisure time endeavor. These and other trends have resulted in questions about how effective or influential Association services are, when it is spread over a wide area. A recent study has presented findings which lend support to the concern of some Association leaders that YMCA programmes are spread 'too thin' to be influencing the attitudes of 'Y' members. The table below indicates the percentage of population participating in YMCA programmes is less than ten per cent which applied to young men 18 to 29 an age group the YMCA is supposed to give special attention:

Table 1. Some YMCA Factors in Relationship to Population

(Figures shown below are the average for 25 independent YMCA's as a group).

<table>
<thead>
<tr>
<th>Factors</th>
<th>One Secretary</th>
<th>Two Secretaries</th>
<th>Three Secretaries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Members per 1,000 population</td>
<td>88</td>
<td>56</td>
<td>50</td>
</tr>
<tr>
<td>Young Men members for 1,000 population</td>
<td>5</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>Camp Enrollments per 1,000 population</td>
<td>6</td>
<td>10</td>
<td>7</td>
</tr>
<tr>
<td>Income per 1,000 population</td>
<td>$1,147</td>
<td>$1,752</td>
<td>$1,413</td>
</tr>
</tbody>
</table>

The Association's willingness to launch into new programmes and to extend services to a wider age group of both sexes has presented a problem of identity in the community or public recognition of a distinctive YMCA purpose. The multiple serving characteristic of the Association is being challenged by an age of specialization permeating throughout Canadian society.

The Continuity and Sensitivity of the Association

The YMCA has continually reflected the changing patterns of Canadian society. It has been a keen follower of new social ideas, in application of new activities and programmes. This is shown in the liberalizing of the religious emphasis of the YMCA from the first traditional forms of Bible study toward a broad and liberal interpretation of Christian personality.

"... What is apparent is that the Association during it's century of operation, has tended to incorporate into it's 'idea' or 'purpose' or definition of 'Christian', such ideas, values and attitudes as were formed by YMCA leaders to be important or significant in the culture of Canada. The result of such incorporation is a goal and a method which many European YMCA leaders and others find shocking and 'almost completely secular'."

The continuity of the YMCA has been attributed to the Association's sensitivity to community opinion. New programmes have been introduced when it was apparent they would be accepted by a part of the Canadian public. New methods based upon

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progressive educational theories or at least a willingness to follow 'progressive' ideology was a continuing source of strength to the Association. A receptive tendency of the Association stems from the autonomy of groups within the YMCA including local boards, clubs and activities. The expressed interest of young people was relied upon by Association boards who were primarily businessmen conservative by nature, but who recognized the need for experimentation and freshness of approach. The unique organization of the Association provided a balance of conservative and progressive tendencies and has been a considerable source of strength throughout the years.

"... There were other strengths in the Association... the depth of its lay organization, the technical "know-how" in its years of operation; the feelings of confidence that grew with rather consistent "success"; its reliance on the criteria of "bigness" (which compelled the Association persistently to seek ways and means of expanding and thus to develop alertness and aggressiveness); the freedom and autonomy of local YMCA and programme groups (such as Hi Y, Y's Mens' etc.,) in the Association. All of these factors were influential in the growth and continuity of the Canadian YMCA."1

Problems Emerging in the YMCA Today

An emerging problem of the Association in the present day community is a failure to attain a consensus of objectives. Contradictions in modern life in the interpretations of the nature of life by scientists, educators, social scientists, and the clergy is one factor presenting difficulty to the Association of developing a well defined objective. A

1. Ibid., p. 467.
changing relationship of the YMCA in becoming more closely allied with recreational and welfare planning in the community rather than a primary allegiance to the Christian Church is also a factor limiting clear goals and direction of the movement. Participation of Roman Catholics and Jews in activities at the board and committee level, particularly in new Associations, greatly alters the original goal of initiating boys and men to the "Protestant Christian" faith. This is also a factor for increasing a vagueness of goals, when the inter-faith or Christianizing role of the Association remains unanswered. As Ross relates:

"... It is difficult to secure some clear consensus regarding primary objectives of the Association in a highly complex society, but if this cannot be done failure will accentuate all other less fundamental difficulties."\(^1\)

Of the unresolved problems of the Canadian YMCA currently facing the Association, two main issues stand out over all others. These are, one, the emergence of an employed staff or secretariat who have brought a differing approach from the layman; and two, concepts of YMCA work giving emphasis to neighbourhood decentralized programme that challenge a traditional dependence upon a comprehensive building for successful Association work.

Prior to 1920, most secretaries were recruited from

1. Ibid, p. 471.
business men among the membership. In outlook the early secretaries differed little from the laymen. Duties of the secretary were performed in areas such as: correspondence, finance, and recording meetings where the laymen were sometimes limited by a lack of time. However, as the number of university graduates increased with specialized training in physical education, social work, or the social sciences, a theoretical as well as practical interest in the Association developed. Friction between laymen and older secretaries and the younger secretaries holding a deep intellectual interest sometimes resulted. Despite a fear of 'deep thinkers' within the Association, more and more young men and young women have joined the Association staff with university training so that a level of professional critical outlook has increased.

The impact of the secretariat upon the Association in recent years has sometimes relegated the lay group to a superficial role even though final authority is vested with laymen. Staff groups may answer questions that are as important as items dealt with at board and committee meetings where agendas are generally selected by the secretaries. Because of special training the secretary's outlook may be divergent from the layman's who may become less intimately involved than in previous decades. In many instances, secretaries are required to make decisions and give leadership when laymen are either unconcerned or uneducated to the problems requiring decisions. Many laymen are reluctant to discuss the philosophical or theoretical issues
facing the Association at the present time. As Ross relates, this fact has an adverse effect upon unity of purpose within the Association.

"... but this accentuates the problem of achieving a real consensus about goals and heightens the chances that the secretarial group (or, at least, the younger group of secretaries) will set up objectives for themselves that are neither understood nor accepted by others in the Association".¹

The second problem facing the Association is related to the changing role of the professional secretary. With the erection of the large building YMCA initiated by the New York Association, the YMCA became primarily a 'building centered' operation. The energy of YMCA personnel gradually was turned toward a business-like operation which in many respects presented an impersonal manner in dealing with young people. Membership income necessitated sponsoring programmes that 'sell' the YMCA resulting in a greater percentage of people now join the YMCA primarily to use its services. A mass membership required a financial security that in a comprehensive YMCA has sometimes resulted in the maintaining of established programme patterns rather than providing activities that may be more meaningful to young people.

In contrast to the large building YMCA a pattern of decentralized or community work originating in the 1920's has emerged as an answer to the social conditions of the newer sub-

¹. Ibid, p. 472.
Considerable variation of YMCA facilities from small 'non-equipment' or 'non-facility' YMCA's either rented or owned by the Association to a limited activity building have been used in the extension of the YMCA. The central idea of the community approach is to bring YMCA programme groups into local neighbourhoods by using available resources such as schools, churches or private homes without relying upon the YMCA building. YMCA techniques, leadership and resources are integrated into community recreational services.

As in the period immediately following the first World War, the smaller Associations who decentralize programmes throughout the local area have lacked a YMCA identity in contrast with the comprehensive building YMCA and in some cases, have been heavily subsidized by Community Chest or Association funds. One source has noted the Association's apparent inability to recognize the potentialities of the community centered YMCA.

"...In recent years there has been some honest recognition of these problems there have been some clean "breaks" with tradition, and some courageous experimental work has begun with "non-equipment community programmes", neighbourhood clubs, and small "leadership training" and "programme" centres. But some of the patterns structured in the "large building" era persist with great strength, and the stability of this newer experimental work is rendered doubtful by persistence of the belief that buildings, leadership almost exclusively by businessmen and large recreational services are the essential aspects of YMCA programme. These latter are suggested, were major factors in the success of the YMCA in the rapidly growing Canadian cities. The question is whether these are not now factors which restrict and inhibit Association work at some points. In a day when general recreation agencies and services are multiplying
rapidly and when the more serious aspects of personal disorganization are becoming more apparent, it appears to some that the Association is undergoing unusual difficulty (as a result of "institutionalization") in making adaptations to a new situation.1

The Effectiveness of Y.M.C.A. Buildings

Both the National Councils of Canada and the United States have conducted studies and reports on Association methods of extending into the changing community. Some local Associations, notably San Francisco,2 have carried out planned institutional change to give emphasis to newer phases of Association programme. Other local YMCA's have implemented partial neighbourhood centered YMCA activities along with traditional 'building centered' programme. Still other Associations remain exclusively allied with the large YMCA building concept. This circumstance illustrates there can be a great divergence within the national YMCA movement. It also points out the degree to which the Association has accepted newer concepts of decentralized YMCA programme is difficult to establish at this time. On the basis of 1959 statistics it would appear community branches constitute between twenty-five to thirty-five percent of all YMCA branches.

A study published in 1947 by the National Council of

1. Ibid, p. 469.

YMCA's of the United States was a survey to determine the effectiveness of district branches with various types of buildings. This report classified YMCA branches into three categories:

**Type I (Non-Equipment)**

A rented quarter or small YMCA used for office headquarters and leadership training.

**Type II (Activities Building)**

This type ranges all the way from small social headquarters, including offices, club rooms, refectory and kitchenette for use of small groups only, to office and club headquarters with limited physical recreation facilities, such as one all-purpose room to be used for social events, banquet service, and athletic games, with a locker and shower room ensemble. This type includes all the shadings between Types I and III.

**Type III (Comprehensive Building)**

Will have most of the following: Social and office headquarters with Junior and Senior Lounges, game room, general-purpose room, and an adequate athletic department including a gymnasium, swimming pool and locker rooms. This type may also have various enlargements and traditions such as two gymnasiums, hand ball courts, health service department, and food service equipment. These could be with or without dormitories.

One hundred and twenty-five large city Associations were evaluated on the basis of established criteria for branch effectiveness. Visits by persons having direct interviews with branch personnel were guided by the following: proportion of

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population within the branch district, proportion of regularly scheduled groups, number of club groups, volume of participation in relation to branch budget and number of staff, percentage of teen-age and young adult members, utilization of community facilities, cooperation in community planning including welfare councils, P.T.A.'s, etc., and the amount of supporting constituency.

On the basis of the above criteria, the study noted the socio-economic rating of a community did not determine the effectiveness of branch YMCA work. Successful YMCA work can be carried out in communities ranking low by socio-economic factors. The location of the types of YMCA buildings of the study revealed that (a) comprehensive YMCA buildings were serving older communities, (b) activity buildings served primarily newer and more economically favourable districts, (c) and non-equipment branches were established in the fringe of the city in newer areas, and also in order districts characterized by the lower socio-economic rating.

Among the findings of the study were:

1. Branches with comprehensive buildings seem to find greater difficulty in adapting to changing communities and community needs than do the non-equipment and limited facilities building.

2. Branches with only activities facilities (Type II) had the best chance of accomplishing effective YMCA work as defined by the criteria of the study.
Table 2. Percentage of Total Number Branches in Each Fifth of Branch Effectiveness Represented by Each Type of Branch Facility.  

(Highest fifth (5) indicates highest degree of effectiveness).

<table>
<thead>
<tr>
<th>Type of Facility</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>%</td>
<td>%</td>
<td>%</td>
<td>%</td>
<td>%</td>
</tr>
<tr>
<td>I</td>
<td>10.5</td>
<td>15.</td>
<td>35.</td>
<td>21.1</td>
<td>6.2</td>
</tr>
<tr>
<td>II</td>
<td>31.6</td>
<td>20.</td>
<td>30.</td>
<td>26.3</td>
<td>56.2</td>
</tr>
<tr>
<td>III-a</td>
<td>5.3</td>
<td>10.</td>
<td>15.</td>
<td>21.1</td>
<td>18.8</td>
</tr>
<tr>
<td>III-b</td>
<td>5.6</td>
<td>55.</td>
<td>20.</td>
<td>31.5</td>
<td>18.8</td>
</tr>
<tr>
<td>Total -</td>
<td>100.</td>
<td>100.</td>
<td>100.</td>
<td>100.</td>
<td>100.</td>
</tr>
</tbody>
</table>

According to this analysis of the four types of branch facilities, Type II has the largest percentage (56.2) in the top fifth of effectiveness. On the other hand, the greatest percentage of non-equipment (Type I) has the highest percentage within the middle fifth of effectiveness. Comprehensive building without dormitories (Type III) have the largest percentage in the upper middle fifth of effectiveness. Branches with comprehensive facilities with dormitories (Type III-b) have the highest percentage in the lower middle fifth and a large percentage in the lowest. The percentage also shows activities branches (II) have a high percentage falling on the lowest fifth while non-equipment branches are the

1. Ibid, p. 42.
least successful in achieving the highest degree of effectiveness.

Other significant finding of the study offers a perspective for the Association at the present time. In comparing the limited building branches (I, and II) compared with the comprehensive building (III-a and III-b) the report stated "the non-equipment and limited facilities" building seem to represent a more effective force for community integration and organization than do the branches with comprehensive buildings. Because it was found that Type I and II buildings more adequately served the constituency they are intended to serve the following recommendations were made:

(a) That a branch with a social-type building (II) be related to the residential districts where people live. This type is neighbourhood centered.

(b) That the comprehensive-type building III-a, III-b be related to the business or industrial sections where men work.

The purpose of this proposal to centre the community branch in the residential district with a focus upon decentralized programing was put forth when it was noted the YMCA had done an inadequate job in determining the geographic location of branches.

The Family YMCA

In the thirteen years following this study unified Association purposes in regard to the extension of the movement
have not evolved. Stated purposes or emphasis of the Association sometimes appear to be more of a statement of words than actual practice would disclose. Yet the growth of the YMCA in newer communities has created innovations for the future emphasis of the Association. YMCA work with the family is an issue the Association is just beginning to face. The rapid rise in family memberships, family camping, family swimming, and many other programmes with the family testify that a large number of Associations already emphasize services to a family group. A new phase of Association experience, it is probably not clearly thought out or formulated by many YMCA's having family-centered programmes. The YMCA contribution in strengthening family life, or in effectively reaching well-defined objectives in providing family experiences have not as yet been fully worked out by most Associations.
Chapter II
Recreation Services in Vancouver

Vancouver's leisure time services have closely followed the social conditions existing through the different periods of the city's history. At the time of the formation of Vancouver, the personal characteristic of social interaction in a small town made for leisure time participation through the family group and the church, the established social institutions of the time. Extra curricular activities in public schools, organized sports, and cultural events, developed as the need arose by members of the community.

The importance placed upon leisure time activities by civic authorities and the inherent political and community attitudes toward organized leisure was not great. A natural habitat of sandy beaches, forest, lakes and streams, along with a climate encouraging an interest in the outdoors helped to diminish public concern for agency sponsored recreation. Future planning for community recreation governed by an indifferent attitude or at least placing recreation at a low level of priority allowed one asset, the beaches, to depreciate to the point where contamination from raw sewage has made the beaches unsanitary for public swimming.

Vancouver took some forward steps in planning in 1928 when it initiated the survey of its welfare agencies which led to the Community Chest and Welfare Council (combined in the Community
Chest and Councils). Through these planning bodies other studies have been initiated from time to time in regard to child welfare, public assistance, and other areas of welfare. In view of the rapid growth of Vancouver, a survey of group work and recreation was undertaken in 1945. The purpose of the survey (known as the "Norrie Report") was to assess the city's recreational needs, particularly in regard to youth and the existing agency services in the field of group work and recreation. The 'Survey' also projected a plan for Greater Vancouver which would: (a) provide a foundation for planning, (b) call attention to the areas of greatest need, (c) guide agencies in their expansion plans, and (d) serve as a guide in determining agency claims for support.

The survey in 1945 was conducted at a vital time in the development of Vancouver. Wartime services and the effect of the depression in the 1930's had seriously depleted Vancouver's agency sponsored group work and recreation programme. Adjustment from wartime to peacetime and an expanding era in the 1940's and 1950's gave real value to the finding and recommendations of the 'Survey'. Coordination of group work and recreation services increased standards of personnel training and education and methods of agency qualification for Community Chest support, adequate financial procedures and greater volunteer participation were some of the general recommendations that were to be followed up preceding the "Norrie Report". On one recommendation of key significance,
which has not been accomplished at this time and which affects participation in all group work and recreation agencies even today, was recommendation number seven which stated:

"... That the Group Work and Recreation Section of the Welfare Council give leadership to the organization of neighbourhood coordinative councils representative of the constructive forces of neighbourhoods of the city. Welfare agencies should lend every support to the success of such enterprises. The purpose of such councils would be to promote local participation in social planning for the benefit of neighbourhood children and youth." 1

The necessity of public and private cooperation in planning and coordinating community recreation was emphasized in the proposal that all agencies encourage the public schools to become, in effect, community centres. In long range planning the Report emphasized the importance of public recreation personnel having representation on the Community Chest and Welfare Council, which was advocated as the logical body to give leadership to neighbourhood planning.

Since the Survey Report of 1945, Vancouver has seen an expansion of both public and private recreation agencies. In many respects the Report has served as a blue print for progress in raising the standards of agency services. Many agencies, for example, took significant steps to encourage the employment of trained personnel. Agencies also were able

to conduct self-studies on the basis of the "Norrie Report" and to plan ahead in serving the community. The decentralization of YMCA services resulted in the immediate following years of the "Survey". Another example was the neighbourhood house later involvement in a group work-case work project for strengthening total services to the family.

However, in many respects some of the recommendations were discarded and alternative plans were followed out. In regard to public recreation the Report strongly endorsed the maximum degree of cooperation between the Vancouver Park and School Boards in providing public recreation services. The statement was recorded supporting the reason for this principal as follows:

"... Both agencies are financed by the same people and the fullest use of facilities of both for public purposes should be facilitated by harmonious inter-agency understanding and cooperation."¹

The report proceeded to examine the most effective way to provide community centres for every neighbourhood. Building separate facilities through neighbourhood resources or Parks Board finance was visualized as too costly to support by voluntary means. Planning and designing school buildings to fulfill the function of a public recreation center was concluded as the best method of localizing public facilities.

The proposals of the 'Survey' in respect to public recreation development have been rejected for expanded public recreation took quite a different direction.

The Vancouver Board of Park Commissioners and Public Recreation has remained the primary agency for the development of public recreation. The Parks Board is responsible for Park maintenance, improvements and planning, as well as community centres established since the end of World War II. Park Board staff also are employed for public beaches, public playgrounds, public golf courses, and park buildings. The community centre movement shortly after the war became a popular appeal to Vancouver citizenry. Many communities struggled to raise funds necessary to begin public centres. Gradually centres were established in Marpole, South Vancouver (Sunset), Kitsilano, Kerrisdale, Hastings East, and Dunbar. Additional centres are also planned in Kingcrest, South Vancouver (Killarney Park), West End, False Creek, Mount Pleasant, Grandview, Renfrew-Norquay, South Cambie and West Point Grey. The public centres include gymnasium, club rooms, professional offices, kitchen facilities and outdoor swimming pools.

Private group work and recreation agencies have also shown unprecedented expansion since 1945. At the time of the 'Survey', six private organizations were listed as private youth serving organizations. This figure excluded church recreation and organizations not included in the Community Chest. In 1960 there is an addition of only one other agency, but the
services, through added staff and facilities, have risen considerably. Vancouver is well represented by national youth serving organizations including the Boys Scouts, Boys Clubs of Canada, Y.M.C.A., Y.W.C.A., Girl Guides and the settlement or neighbourhood house movement. Local youth serving agencies are non-existent within the Community Chest and Councils with the proposed conversion of the Cedar Cottage Youth Club to a neighbourhood house programme. Church denominations sponsor a wide variety of activities, particularly in churches where separate facilities have been planned for recreational purposes.

In accordance with the "Norrie Report" private agencies have representation on the Recreation and Group Work Division of the Community Chest and Councils of Greater Vancouver. The Division, with voluntary public agency representation, acts as a clearing house of problems coming to the attention of member agencies. Planning and coordination of recreation services and the promotion of a better understanding of recreation and group work remains the central purpose of the 'Division'.

The Vancouver Y.M.C.A.

The Vancouver Y.M.C.A. was established in 1886, two years after the city was founded. Early programme of the Vancouver YMCA resembled 'Y' activities in other localities and included, Bible study, prayer meetings, lecture discussion and limited amount of youth work. Early Association buildings in Vancouver were located on Hastings Street and later at
Cambie. The building at Cambie and Dunsmuir was in existence from 1861 to 1941 when a building campaign in 1920 failed as a result of a business recession. Growth of the Vancouver YMCA was severely hampered as a result and the Vancouver YMCA was not able to grow in number and size of facility to the extent of YMCA's in other cities of a comparable population.

The Vancouver YMCA operated one building until 1947 when outpost or community branches were established. The "Norrie Report" gave the impetus to decentralized YMCA service. It recommended:

"...That the YMCA and the YWCA decentralize and modify their group work services to serve a wider range of community centered groups through a non-equipment type of community programme. Such a programme would utilize the facility resources of the neighbourhoods, such as schools, churches, parks, etc."

In October of 1946 the Vancouver YMCA set up a Policy Planning Committee to lay out a plan for the Association in the following five years. The report of this committee recommended:

1. "...that we adopt the policy of establishing community extension committees in various strategic areas in the city and employ an adequate staff to operate a neighbourhood centered programme of group work."

2. "...Priority in staff time, budget provision and programme space should be given to the develop-

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1. Ibid, p. 90
ment of a strong programme of purpose groups."

These two recommendations were the main proposals which gave direction to the pattern of development that has continued in the Vancouver YMCA. The application of this principle varied in different communities and reflected different degrees of success. The observation of the "Norrie Report" that Vancouver's neighbourhoods were large and indistinctive, had a bearing upon the YMCA's knowledge at the time in locating community Branches.

Within a five year period by 1951, the Vancouver YMCA, organized as a Metropolitan Association in 1949, had established branches in the following areas: Fairmount Branch serving Fairview, Mount Pleasant in 1947, the Vancouver East Branch serving the eastern areas of the city in 1944, the West Vancouver Branch serving the West Vancouver municipality in 1946, and the Alma YMCA serving West Point Grey, Dunbar, Kerrisdale and Kitsilano in 1949. In all these areas YMCA programmes were adapted to local community conditions and centered most activities in neighbourhood facilities.

By 1950 the Vancouver YMCA, in recognizing growth since becoming a 'Metropolitan' type of organization, set up a study committee to critically examine the organization and programme of the Association. Goals for future growth and development

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were laid down based upon the continued growth of the Association. The Report, entitled *Second Century Goals*, endorsed the main lines of development recorded in the 1946 Report.

In supporting the policy of developing Community Branches the report stated:

"... Existing Branches should be made responsible for a large geographic area."

This proposal was contrary to the National articles, studies, and books published by the YMCA which, for the most part, supported a smaller, well defined, geographic area. The proposal may, in later analysis, indicate the Vancouver Association in certain branches suffered because of this recommendation. However, *Second Century Goals* provided a follow up of special ways programme services in a large Metropolitan YMCA could compliment each other in accomplishing the basic aims of the YMCA. A pattern of YMCA services was reviewed in regard to:

1. A downtown comprehensive building,
2. Community branch buildings,
3. Homes and neighbourhoods, and
4. Summer and winter outdoor camping facilities and service.

A comprehensive review of programme was undertaken to provide

---
a foundation for leadership.

"...The Committee would emphasize and underline the importance of strengthening our group work processes in all aspects of the programme and would point out the need for a real advance in recruiting and training volunteer leaders. This should be regarded as the major responsibility of all secretaries and a measure of their success."

Much of this study has not been accomplished by the Vancouver Association to 1960. Application of many of the ideas, for example, work with parent committees of neighbourhood club groups, although agreed to in principle by several branches, has not been extensively implemented. Some programmes, because of growing pains of the local YMCA's, have decreased in number rather than increased as projected. The Hi Y programme, which was to gain the benefit of a Metropolitan staff persons' time, is not at the present time an overall developed pattern of YMCA work to the degree evident in other Associations. In many instances the lack of progress in some areas of the study are the result of Branch growth and development, specifically, staff loads have sometimes limited progress in certain areas. Then too, as Ross points out in 'The YMCA in Canada', Vancouver has employed young secretaries sometimes trained outside the YMCA who have set goals for their respective Associations differing radically from accepted patterns of work of the Association.

1. Ibid, p. 5.
The Fraserview and Killarney Areas

Within the City of Vancouver there is a section of land at the south eastern borders that has undergone a rapid expansion in housing and population since the Second World War. Gradually, community identity with sections of this area, usually around arterial traffic routes and business districts, has evolved. Two of these distinct local areas, or communities, the Fraserview Housing Project and the new Killarney subdivision, will be appraised in this study as an example of the structure of services and specifically the pattern of growth of a private religious and recreational agency -- The Young Men's Christian Association. The two communities are important for they will demonstrate the social conditions and forces shaping the modern post war community.

For the purpose of this study Fraserview is defined as that section of land bordered by 54th Avenue, Marine Drive, Argyle and 55th Avenues, and Vivian Drive. An area of slightly less than one square mile on an incline gradually sloping toward the south, Fraserview was selected by the Central Mortgage and Housing Corporation, an agency of the Federal Government, for a low rental housing subdivision for returning service men. The purpose of the project was to assist the adjustment of the army, navy and air force veteran to civilian life. It was a cooperative venture between the Municipal Government of the City of Vancouver, who set aside the lots, and the Federal Government who financed the construction
of the houses. As the area was largely open land, with very few established dwellings, the project did not represent a problem of resettling and buying land from private individuals.

The degree of community "we feeling" resulting from the common background of war service of the inhabitants is difficult to determine. As tenants of the Federal Government, any development in connection with rental policy and rates, or, as arose in 1959, the future plans to sell housing units, serves as a most unifying force of community interest apparent to the outside observer. An interest in organizations stemming from a background of wartime services does not appear to be more greatly developed than branches located in other communities. However, any common bond resulting from similar service background would probably remain latent except under times of community stress such as a declining economic security. Unlike various parts of Canada and United States Fraserview does not appear to be a separate political entity arising from the war service experiences of the residents.

At the present time the Central Mortgage and Housing Corporation continues to operate the Fraserview project, collecting monthly rents and making certain improvements. Officials of the Corporation also conduct periodic inspection of the housing units to ensure the tenants are maintaining the dwellings adequately. In 1958 current residents were given the option of buying their rented houses from the Cor-
poration or to continue renting. The arrangements, from the tenants viewpoint, appears to be economical on the basis of current real estate values. Tenants wishing to buy are required to have a down payment of ten per cent of the appraised value determined by the Corporation. Under this arrangement a new home owner was not permitted to re-sell the home for a period of five years. Renting of houses under continued low rest is still allowed by the Corporation and it is conceivable this arrangement will have a greater affect on the permanency of the community. Home owners will normally have a greater interest in the improvement of their property. Tenants, who visualize a long term rental, will continue with a view to greater permanency after their children have reached maturity and married or left for personal reasons. This viewpoint was outlined to the writer by a Fraserview Killarney Y.M.C.A. Board Member who planned to continue as a tenant. In the year following the Corporation's decision the writer noticed five members of the Y.M.C.A. Board of Management moved from the area. The Corporation's decision appeared to have helped some of the residents to formulate individual housing plans, that, if widespread over the community, will greatly alter community attitudes to social services. In effect, it is logical to expect their demands will increase.

The second community to be involved in this study, Killarney, has been gradually emerging throughout the nineteen fifties. It is difficult to define this area as it
comprises an older established section that has traditionally been linked with the Collingwood district and a new section of N.H.A. homes erected in patches where vacant land has existed. For the most part, Killarney Park subdivision is an area of new housing units owned by the occupants and largely financed by the National Housing Act. For purposes of the study, Killarney will be defined as an area of Vancouver bordered by: 45th Avenue to the north, 54th Avenue and southeast Marine Drive to the south, Vivian Street to the west, and Boundary Road to the east. Vacant land existing on the fringe of this area may result in the extension of these borders southward. The increase of newer homes will, in all likelihood, assist the emergence of community identity. A part and a recent new high school named Killarney, after the area, will also result in the residents becoming conscious of Killarney as a local community, particularly distinct from the Collingwood community to the north.

The sketch map, Figure 1, outlines the Fraserview and Killarney areas. The Fraserview community, by the specialized nature of the development is a more distinctive area. The Killarney community is important for purposes of this study as the services of the Y.M.C.A. to be examined have gradually been extended to a new home owned area. Patterns of health and welfare services will probably indicate certain differences largely resulting from variations within these two communities. In relation to these differences the Y.M.C.A. purchased land
in Killarney for Branch headquarters because it was believed by those responsible this area represented a greater degree of permanency necessary for the support of an organization like the YMCA. In a later section an analysis of this decision will be made.

Within the area considered to be South Vancouver, there are several communities cloistered around the main arterial streets. In general, these communities are distinguished by the business sections located along the main arterial routes for residential traffic. Existence of several community associations indicate some degree of identity even though considerable overlapping would take place in regard to: shopping preference, Church attendances, school and polling boundaries, and the leisure time interests of the population. New communities, like Fraserview and Killarney, encounter the influence of the larger community of Vancouver more than older local areas where community patterns have been established over a longer term. Recent decentralization of large business concerns, particularly in latter years, appears to be eliminating a number of local small business operations due to the residents mobility and the close proximity of concentrated shopping centres. Although the habits of the urban dwellers change rapidly, it is evident current social influences within communities represented by Fraserview and Killarney do not lead to a strong and firmly entrenched feeling of community identity. There are various sociological
forces at work in Fraserview and Killarney to offset the growth of a strong community bond. Local communities of large urban centres in some respects are readily submerged to the interests of the total Vancouver community. City wide cultural, athletic, political and social events are examples where the local area may become a part of the total Vancouver community. Cross-community interest resulting from: previous residence, business association, educational opportunities, etc., also diminish local community identity. The young adult parent group of Fraserview and Killarney may be affected to a greater degree than residents of older more established communities.

A comparison with West Vancouver and Richmond, well known Vancouver suburbs, illustrates the differing psychological identity of communities. Both West Vancouver and Richmond, through civic government, community journals, public and private services, etc., are more self-contained areas. There is a greater degree of local management or responsibility and therefore, a rallying of community interest. Separation by bodies of water and bridges make West Vancouver and Richmond more truly self-contained areas, or "bedroom type communities." Fraserview and Killarney and other communities within the borders of the City of Vancouver do not indicate the same degree of separation from the mass of the urban centre and, therefore, do not stand out to the same degree as distinctive, psychological areas. Fraserview and Killarney also do not indicate a significant concentration of ethnic minorities
within their boundaries. All the racial groupings would appear to be represented with a predominance of Anglo-saxon families. Most families would appear to be native born Canadians with a diminished influence of customs from other countries resulting. The extent of cultural conflict arising from recent immigration or long term families retaining habits and customs is less prevalent and assimilation of individuals of differing backgrounds would appear to be greater than in older communities.

Newer communities, generally, may be expected to compose a young population. Fraserview and Killarney are no exception. The "General Recreation Survey", conducted by a special committee of the Group Work Division of the Community Chest and Councils, disclosed census districts thirty six and thirty-seven, containing Fraserview and Killarney, have the largest youth population within the City of Vancouver. Regulations governing the Fraserview Housing Project require a family of four in order to qualify for residence. Central Mortgage and Housing officials, in 1951, said there was an average of three children to a family, a much larger average than many other communities. This large youth population has led a good many people to forecast considerable youth problems in the future.

Consistent with other newer communities, Fraserview and Killarney families are, for the most part, intact. The head of the household is generally in his productive years, a factor which may help to offset the spread of teenage anti-
social behaviour. Compared to older communities, a younger population, in a new area, demonstrates greater enthusiasm and interest in their children. This interest is probably at its peak in a community like Fraserview where there is a large school age population.

New suburban communities generally have a large heterogeneous population making up an area of families containing both parents. At the same time, there are few senior citizens except where families are caring for aged parents. Broken homes (that is, the absence of one parent) are also found less frequently. One staff person of a private social agency pointed out that the Fraserview residents were more responsive to using counselling services of her agency because of a short duration of parental responsibility, and possibly limited family kinship relations. This impression is consistent with the writer's experience where some residents have shown a desire to discuss family relations.

Economic Features

The economic characteristics of a new suburban community are very closely related to the age of the working force living in the community. Young families, for the most part, have had less time to accumulate financial resources to offset temporary setbacks that a family may encounter through illness, or unemployment. On the other hand, economic stability may be said to increase as the opportunity for promotion
and seniority bring about increased earnings and greater job security.

In the assessment of Fraserview and Killarney's economic features, the differing backgrounds of the two areas may be expected to reflect quite different patterns of economic development.

Fraserview, a low-rental housing subdivision, is inhabited largely by lower-middle income wage earners. Skilled and unskilled tradesmen, employed in construction, lumbering, manufacturing, transportation and civil service, would appear to comprise the largest occupational categories. Commercial salesmen working as driver-salesmen, route salesmen, and store clerks, also make up a large group in the working force. A small number of professions and management positions are also represented by individuals who are looking toward Fraserview as a temporary place of residence.

The business recession of 1957 indicated the vulnerability of Fraserview to changes in the business cycle. Workers employed in primary industries are generally the first to feel the effects of a business slump. Widespread unemployment throughout Fraserview in 1957 was noted by school officials and P.T.A.'s during the Christmas season.

School officials have also noted a high percentage of mothers are also working full, or part time. Although 'working mothers' appear to be an accepted trend in society generally, whether there is financial need or not, it may be assumed a
number of Fraserview families are depending upon the lady of the household to maintain an accustomed standard of living. The removal of the mother from the home during the daytime hours has been widely condemned as a practice which may encourage child neglect and result in behavior problems in later adolescence.

The Killarney community reflects a greater degree of economic stability. As home owners, Killarney families have accumulated sufficient assets to make a down payment on a house. Occupational categories of the head of the household include professional, managerial, small business owners, highly skilled technicians, commercial salesmen, etc. The vast number of families of Killarney are also probably limited in their present financial means as a result of becoming recent home owners. However, as mortgage payments become stabilized in time and earning power increases, it is to be expected the purchasing ability of Killarney will rise accordingly.

The business section in the Victoria Drive area, bordering the Fraserview project on 54th Avenue, has remained the only suburban store section related to the Fraserview community. This section of stores includes a food chain market, a hardware store, a drug store, and dry cleaning establishment. Two small confectionery stores are situated further south on Victoria Drive near the vicinity of the Douglas Elementary School at 61st Avenue. Immediately north, on
Victoria Drive, a small business section including a coffee bar, cycle shop, barber and another small food chain market is situated. Further still, to the north, a concentrated shopping section at 41st Avenue and Victoria Drive has gradually increased with population growth. Although small suburban business outlets have not increased in Fraserview directly, a large super market was constructed on Victoria Drive and 50th Avenue in 1959. Available land along Victoria Drive would indicate future business growth prospects are excellent. In this respect, it is likely business personnel will come to recognize the concentrated population of the area will warrant future store expansion. Central Mortgage and Housing Corporation's decision to sell the Fraserview dwellings on a restrictive basis may influence more rapid business investigation based on a belief in more community permanency.

Retail stores established in the Killarney area are mostly small household purchase type stores, dotted sporadically along 45th Avenue, Victoria Drive extending from 33rd Avenue to 49th Avenue, and the Kingsway shopping section. These stores are probably patronized regularly by Killarney inhabitants. For many housewives the lack of retail shopping, particularly a supermarket in the immediate new Killarney development, is viewed as a great inconvenience. A future business section is set aside on 45th and Killarney Street under City of Vancouver zoning regulations. At the present
time, development of retail business is not evident. One factor probably discouraging a rapid business growth is the isolation of the area by heavy automobile traffic along Kingsway to the north. To date, business establishments have probably believed future stores need a concentrated population to ensure a profitable operation. Continued housing construction, notably a large section bordering the Fraserview Golf Course and south of 54th Avenue, leads to the prediction that retail business will view Killarney as an excellent location for future shopping facilities.

Fraserview and Killarney are not represented by industries within the immediate boundaries. Along the Fraser River, on the south boundary, there exist a number of industries, particularly light industry and lumbering. The MacMillan and Bloedel Limited's Plywood and Lumber Divisions are located in this vicinity. Although these industries are not directly related to the two communities it is to be expected many employees of these plants may desire residence in close proximity to their work. The primary nature of these industries has not resulted in larger concentration of other industries in the area.

The future economic prospects of Fraserview and Killarney communities will probably reflect more stability and permanency as the area ages. If economic conditions remain on an upward trend, a gradually aging population will demand more services or modern conveniences. More adequate
bus service, greater retail store outlets and commercial recreation centres, are but a few items that may be demanded in the immediate future. Self-contained communities, with all the built-in features of modern living, appear to be the accepted trend in local areas.

**Housing**

In both Fraserview and Killarney, the type of housing is single family dwellings. Apartments and boarding houses are totally absent. The future possibility of multiple residence constructed in the area, or the conversion of established houses to multiple family units, is not likely. Most dwellings are not sufficiently large to warrant more than a one family occupancy.

The Fraserview Project was planned to alleviate the problems of post war housing with special emphasis on the peace time adjustment of the veteran. As a Federal Government Housing development, there was some degree of protection for use of adequate materials for the housing construction. Two and three bedroom houses, of a minimum floor area with two or three basic designs, are spread throughout the project. In driving through the area a person is given the impression of a housing project of oneness, representative of the compact, plain, and similar dwellings, that is not unusual in many of the newer mainland communities.

There is, in most instances, a high level of upkeep and
individual landscaping throughout the project. In comparison with Renfrew Heights, which is also a low rental housing project for returning servicemen, Fraserview is well maintained by the tenants. A casual drive through the Renfrew area revealed more poorly maintained dwellings.

The Killarney community, as a later subdivision, has a greater difference in housing construction. Sections erected by the same contractor reveal a similar basic design, although houses in the sub-divisions remain significantly different to offset a common appearance. Most dwellings of newer construction are financed under the National Housing Act regulations. With rapidly increased land values, the average dwelling in Killarney costs probably in the realm of $17,000.00 to $19,000.00 in 1960. For families desiring a home in the Vancouver City limits, who are able to meet the financial requirements, Killarney is undoubtedly an attractive site. Within the Killarney area there exist a number of older and smaller houses that are, for the most part, poorly constructed and unattractive. Many of these dwellings will be replaced by new homes in the future as the building value of the older dwellings is quite low. These older units were established before the area was psychologically brought within the boundaries of the City of Vancouver. Improved rapid transportation and population mobility are the two main factors eliminating the former isolation of the area from the rest of the city.
Fraserview and Killarney represent the outer fringe south-eastern area of Vancouver, established with the growth of the City since the end of the Second World War. These communities are significant as they represent an area reflecting the shift of the large city's population to the outer circle of the city. A young population, with the highest percentage of youth members in the Vancouver area living in a housing project and new subdivision, have lacked facilities and services as a result of inadequate planning for community stability. Although material wealth and earning power of the residents is not great, Fraserview and Killarney are not limited in human resources in meeting the needs of the community. The following chapters examine the implementation of recreational services within these areas. The particular development of the YMCA, a private organization, will be critically examined in respect to its purpose and relation to other community services.
Chapter III
Recreational Facilities in the
Fraserview-Killarney Area (1954 to 1960)

Social Facilities

Social facilities existing in a community are the means of society in helping the family train and teach children about the accepted value system of society. The school, church, and recreational centre, assist in the process of 'socialization' by informal and formal ways. With the increased pace of modern living, brought about by rapid technological advance, it is essential these areas communicate and cooperate in providing a consistent approach in meeting the needs of young people.

General community planning has many times shown an over-concern for alleviating immediate problems, rather than relating planning to long range aspects of community health and welfare. The social services of education, health, and recreation, provide for the enrichment of human life, but unfortunately at times in community planning, have taken a secondary role. During the writer's association with Fraserview and Killarney, the gradual development of social services has illustrated inadequate planning by the authorities responsible for the establishment of the community. Residents and personnel of servicing organizations have frequently expressed
concern over the size of the community youth population, and the lack of individualized services that strengthen home training in the upbringing of children. If their viewpoint is a true indication, the emergence of many community deficiencies can be expected to result and include, in particular, youth problems of delinquency and morality. On the other hand, a lack of social services early in the history of a community may place greater demands on the family to give attention to its younger members, and thus, avoid an overdependence upon outside resources of schools, churches, and recreational organizations. Younger fathers can be generally expected to assume a more active interest in their children. This may offset a lack of social services. Such a population may also be expected to take action in solving community problems or deficiencies, even though control remains with centralized authorities. School and recreational building construction in Vancouver, illustrate the local community residents believe they have little voice in the establishment of these services. Public apathy toward the community in which people reside, is most definitely interwoven with the opportunity there is for local responsibility in maintaining their social facilities. The growth of volunteer services is, therefore, related to the degree of local authority and responsibility.

School Recreation Facilities

Educational facilities have undergone a rapid expansion
during the past decade. At the outset, in Fraserview, Sir James Douglas Elementary School was the only elementary school within the Fraserview and Killarney boundaries. A modern unit to the school building, erected in 1912, was completed in 1951. In addition, Sir James Douglas School Annex was constructed in 1954. The total school population for Sir James Douglas School and Annex reached its peak in 1956 when the number of children in grades one to seven was 1,717. This period of growth took place under an extreme shortage of teachers when it would be most difficult to maintain teaching standards. The pupils to each classroom very likely were far above the recommended number. Individual attention, which was required by some children was also below the elementary school average. An interview with a Metropolitan Health Nurse, who served as home visitor for health and social needs in 1954, revealed the lack of resources in relating the school to individual family needs.

There are now, in 1960, five elementary schools in the Fraserview and Killarney area. Sir Kingsford-Smith, at 54th Avenue and Elliott St., was constructed and in operation in September 1955. This school relieved the Douglas School of a number of grade four to six students. Sir Kingsford-Smith also serves an area bordering Fraserview as well as a section of the Fraserview Project. Facilities of Kingsford-Smith School include classrooms, auditorium-gymnasium and a dirt type school ground used for playground purposes.
In Killarney, Captain Cook School, located at 54th Avenue and Doman Road, serves a continuing expanding school population. Captain Cook School has a population of 499 pupils in 1960. This represents an expansion of 210 students since the school began operating three years ago, with grades one to five enrolled.

The latest elementary school, David Oppenheimer, formerly the Douglas Annex, began operation in the Fall of 1959. The completion of this school establishes three elementary schools, Sir James Douglas, Sir Kingsford-Smith and David Oppenheimer, within an area less than one square mile. Moberly Annex, situated on 61st Avenue and Argyle Street, also serves a section of the western border of Fraserview and the bordering southern slope community.

The school population has not reached a maximum number of pupils at this point. A school board statistician reports the school population now is at a high level in the junior high school age range. Expansion of elementary school population will also rise in eastern areas surrounding Captain Cook School.

In the initial years of the Fraserview Project and Killarney Community, there was, in comparison with younger children, a small teen-age population. Teen-age pupils, therefore, attended John Oliver and Gladstone High Schools, both some considerable distance from the area. Population of both
these schools, particularly John Oliver, over a ten year period, was rapidly expanding with a predominance of over-large classrooms. A trend, noted in the elementary schools, of large classrooms and a lack of individual school resources, also applied to the secondary schools. Teenagers (living in Fraserview and Killarney) were greatly inconvenienced by the distance and travel time.

With the gradual upswing in teen-age population, two high schools were constructed within the Fraserview and Killarney boundary. In the fall of 1957, Killarney High School, located adjacent to Killarney Park at Killarney Street and 49th Avenue, was opened. The next year saw the opening of David Thompson High School, located adjacent to Gordon Park at 55th Avenue and Commercial Drive. These two secondary schools are closer, geographically, than any other two Vancouver High Schools. Both Killarney and David Thompson are large modern buildings with classrooms and gymnasium constructed for a large school population.

From a community organizational viewpoint, the increase in educational facilities has contributed to the resources of the community. Extra-curricular school sponsored activities has, unquestionably, increased participation in group activities for many of the pupils. Opportunity for individual attention to withdrawn or aggressive students is likely to come about with an increase in staff. Community identity is also assisted by the placement of schools within Fraserview and Killarney borders.
At this time, the schools are the main public facilities in Fraserview and Killarney available for recreation purposes. The use of public schools for recreational purposes is, therefore, vital to the youth population of Fraserview and Killarney communities. The use of schools by outside organizations is administered by the Vancouver School Board Rentals Department, a centralized administration, reserving school buildings on request by organizations who qualify as responsible community groups. The Community Chest and Council Group Work Division Recreation Survey, entitled, "Profile for Planning", noted several discrepancies in the Vancouver School Board Rental policy.¹ One section of School Board rental policy allows an organization affiliated with the Community Chest and Council the use of the school gymnasium at a reduced rate because of the educational and recreational combination in its programme. Other organizations, who believe an educational emphasis is included in their service, are not recognized by the School Board, at least to qualify for special reduced rental rates. More pressure is not put on the School Board to clarify this policy, and this is probably due to the desire to avoid friction between complementary services in the community. Another notation of the "Survey" was the disregard for community recreational needs in the planning and construction of school

buildings. In this connection the "Survey" suggested too, that in smaller communities such as Burnaby, New Westminster, or Richmond, it is easier to establish a closer liaison between recreational authorities (such as park boards) and school authorities, thus enabling greater use of school grounds and buildings. The writer, a member of the Survey Committee, believed this notation was a polite way of bringing attention to the lack of communication and cooperation between the Vancouver School and Park Boards. As a result, many Vancouver schools, after regular school hours, remain vacant except in auditorium-gymnasium. Other rooms, notably art, music, home economics and industrial shops are little used in community recreation throughout Vancouver schools, except in the field of Night School education.

Although the School Board policy in granting community organizations the use of school facilities appears to be cooperative, the use of school facilities in Vancouver, for recreational purposes, is limited. A discrepancy on the educational focus of one organization with a limited professional staff has already been noted. The lack of communication between the Vancouver School Board and Parks Board undoubtedly has led to little analysis of the use of public facilities. The effective use of school facilities for the needs of respective Vancouver communities does not result when supervision and ability to finance are the governing factors in permitting outside rentals. Under these regulations
it is possible for the real community recreational needs to be unmet, so far as the use of school buildings are concerned. To illustrate -- Killarney High School is the only public building in the Killarney community with a gymnasium auditorium and numerous classrooms available for community recreation, at the time of this study. Below is the 1959-1960 schedule of outside rentals of the Killarney High School gymnasium:

**Monday evening**  - Clover Leaf basketball practice, senior men city-wide League.

**Tuesday evening**  - Deitrich Collins basketball practice, senior men city-wide League.

**Wednesday evening**  - Fraserview-Killarney YMCA Badminton Club, men and women, not limited to persons from outside community.

**Thursday evening**  - Reserved for high school basketball practice.

**Friday evening**  - Reserved for school use, concerts, meetings, etc.

**Saturday morning**  - Vacant, no rentals allowed.

**Saturday afternoon**  - Vacant, no rentals allowed.

Killarney residents are undoubtedly gaining certain benefits from the services listed above. Are they receiving a broad enough community recreation programme from the use of this public building? A well rounded community recreation programme would also recognize the addition of many non-physical activities, including drama, music, hobbies and crafts, adult education, study and discussion groups. All these activities,
except when developed as an activity within the extra-curricular schedule of the school programmes, are not available in any public centre in the Killarney area. Members of city-wide basketball teams, such as Clover Leafs and Deitrich-Collins, who use Killarney High School on Monday and Tuesday nights, are not local community participants. The adult badminton programme sponsored by the YMCA is primarily an activity falling within the realm of public agency responsibility. In short, the overall use of this public building for recreational purposes is grossly inadequate.

The cost of renting the Vancouver schools also influences the sponsorship of community recreation activities. Killarney High School gymnasium rental fee for non-profit recreational organizations is $300.00 for two and one-half hours for twenty-six nights, or $11.53 per night. Although the financial arrangements do not appear overly expensive, organizations renting space have the choice of subsidizing the activity directly from their own financial resources, or setting fees designed to meet the expenses of rent, equipment and supervision. Leadership for recreation can no longer depend upon skilled volunteer instructors or leaders. People possessing leadership experience and skill usually ask and receive remuneration for their services. The inclusion of leadership costs and school rental has made it prohibitive for many organizations to sponsor certain desired recreational activities. To illustrate: the Fraserview-Killarney YMCA was approached by a group
affiliated with the Captain Cook Elementary School P.T.A., to assist in the sponsorship of square dancing for teen-agers. The dance group was endeavoring to retain youngsters who had become too old for a square dance programme at Captain Cook School. A meeting was held at the Fraserview-Killarney YMCA, to explore a cooperative programme sponsored by the YMCA and adult square dance members. A joint committee formed, and decided, after a full investigation of programme costs, including fees to square dance callers and rental, there would not be sufficient response to a teen-age square dance programme taking place at Killarney High School.

The experience illustrates other activities might be sponsored under a more liberal financial policy. At least, residents might be more willing to support recreation programmes if a lesser fee was involved. (More important, however, there may be a need for more local involvement in the policy of granting the use of school buildings. A centralized administration without a direct liaison with the community will lack information about the needs of the area).

A representative group in a local community with support from professional, public and private recreation personnel, would greatly aid the use of public schools on a realistic community basis. In this connection also, local involvement and responsibility might assist local residents to understand that well organized and supervised activities will require adequate financial resources. All organizations in the recrea-
tional field would gain the benefits of local personnel, who because of more information, will reflect greater understanding of problems pertaining to the use of public buildings. In the writer's experience, the public school officials have curtailed local community identity with public schools because they have coveted control and have centralized the public school administration. It is important to note in comparison, many other large Canadian and American cities have a more liberal policy on the use of school facilities for recreational purposes. In some areas, school buildings are planned for community as well as for educational purposes. The "Survey" referred to above, noted a change in British Columbia Provincial policy

"... could only come about if the government bodies concurred, i.e., Provincial Department of Education and Vancouver City Council broaden the area within which the School Board presently operates."¹

Vancouver School grounds are utilized by young people in the after school hours on an informal basis. Organizations, wishing to sponsor athletic leagues or other outdoor activities, are required to receive permission from the School Board. The lease arrangement for school grounds is an effective tool for both the school administration and the sponsoring community organization. The school authorities are assured of supervision on school grounds, and community groups are guaranteed a minimum interference with regular sponsored activities. In this

¹. Ibid, p. 11.
connection, all the elementary schools, notably, Sir James Douglas, Sir Kingsford-Smith, Oppenheimer, Moberly Annex and Captain Cook, have playgrounds available for informal play and organized activity. Both the high schools, David Thompson and Killarney are adjacent to public parks, which is not an uncommon arrangement in many parts of Vancouver.

Private school development within Fraserview and Killarney is limited. Corpus Christi Catholic school, located on Nanaimo Street between 47th and 49th Avenues, is the only private school established. This school is adjoining the church grounds and has undergone gradual addition in the short history of the area. Facilities of this school and classroom population have also increased with the addition of a new school unit in 1958. At present the Corpus Christi facilities include classrooms, gymnasium, hall and offices.

The only other service of an educational nature presently available to Fraserview-Killarney residents, is the mobile Library Unit operated by the Vancouver Public Library. Residents of the two districts are able to use Public Library services from this unit on a weekly basis. In view of the large school population, it would seem apparent a Public Library would be a definite community asset. Noting this apparent need, one public elementary school principal has made an effort, through the school P.T.A., to have land set aside at 54th Avenue and Victoria Drive, as a future public library site.
Parks, Playgrounds, and Public Recreation

Approximately sixteen acres of land for parks and playgrounds was set aside for recreational activities in the planning of the Fraserview Housing project. Until recently, only one park, located at approximately 60th Avenue and Victoria Drive, was grassed for organized outdoor activity. Included in this park area is a grassed section, an equipped playground of swings and other informal play equipment, and until January 1960, a small converted construction field house that served as a community centre. The slope and size, approximately four acres, limits the use of the site for outdoor competitive sports except with the grade school age children. As an informal play area for children of the community, this park has been well populated any time weather conditions permit throughout the year.

Fraserview is also fortunate in having a small park, or 'tot lot' situated within its borders. Known as Humm Park, this site is completely set off from streets or local car traffic. For pre-school age children, it is an ideal playground, because of the safe playing conditions. Humm Park is equipped with sand boxes, jungle gyms and other recommended equipment for the enjoyment of younger children.

The major park within Fraserview is Bobolink Park, a ten acre plot of land situated on the extreme eastern part of the Fraserview subdivision. Bobolink Park remained bushland and of little playground value until 1959, when the Parks
Board completed landscaping and grassing. A field house for change facilities, indicates Bobolink Park will be utilized for youth and adult athletic leagues.

Immediately north of Fraserview, and adjacent to the new David Thompson High School, is Gordon Park. Restricted space available in the Fraserview and surrounding area has resulted in a greater demand for Gordon Park than playing fields available. Like many other Vancouver Parks, Gordon Park, ten acres in size, is a centre of activity in the summer months during the softball and baseball seasons. This Park also includes a field house for the convenience of participants of the various sports.

A major resource for the recreational interests of the Fraserview and Killarney, as well as Vancouver residents generally, is the Fraserview Golf Course, located immediately east of the Fraserview subdivision. Owned by the Vancouver Parks Board, the Fraserview Golf Course is a full size eighteen hole course. The liberal rates levied by the Parks Board make it possible for a wide number of people to play golf at Fraserview throughout the year. Residents of Fraserview and Killarney, moreover, have a close access to golfing in a period when golf land in the Vancouver city limits is diminishing due to: increased housing needs, the rising value of land, and Vancouver's inability to set aside sufficient recreational space. From the psychological point of view, the availability of open bush land might be considered a definite community asset.
Moving eastwards to the Killarney Park subdivision, the one major park -- Killarney Park -- is bordered by 45th and 49th Avenues, Kerr and Killarney Streets. A field house, located in the middle of the park on Kerr Street, is also used by the Collingwood Community Association. Killarney Park, like Gordon Park, is considered a major athletic field for various city-wide leagues. Local sports groups, such as Little League Baseball and Junior Soccer etc., also centre their programme at Killarney Park. The northwestern part of this park is still undeveloped land and appears to be boggy and undrained. The Killarney High School, similar to the David Thompson High School, was erected on the southwestern side. With the gradual growth of this area, Killarney Park will probably increase in importance as a community recreational resource.

Indoor public recreation facilities throughout the southwestern part of Vancouver, as administered by the Vancouver Parks Board, are limited. A map of Vancouver community centre zones, as compiled by the Group Work Division Recreation Survey, indicates a community centre is planned for South Vancouver. The area of the future community centre is bordered by Kingsway, Boundary Road, Borden Street, Knight Street and 49th Avenue, Victoria Drive and the Fraser River.

With the housing development within the south eastern sections of Vancouver, local residents visualized a need for recreation facilities. Shortly after the Second World War,
several Vancouver communities completed the building of community centres planned during the war and pre-war years. Marpole, Sunset, Kitsilano and Kerrisdale were among the first buildings established. Dunbar and Hastings East Community Centres followed. Public demand for community centres remained high, and local citizens visualized these public centres as the answer to their recreational, and sometimes related problems, such as youth behaviour.

The Vancouver Parks Board, anticipating the demand for public recreational centres, decided right from the start to place certain restrictions on the construction of these centres. The policy was adopted requiring local community associations to raise the sum of $20,000.00, changed to $15,000.00 in 1958, by any means at their disposal, including public subscription or donations. On being assured that this $15,000.00 was in hand, the Parks Board agreed to match it to bring the total to $30,000.00, which would be a start towards the total cost of the project, the balance of the funds to be raised by a local improvement by-law. The Parks Board also established distance between neighbouring community centres and regulations for the dimensions of various rooms, offices and gymnasium included in the buildings. The short history of the community centre development, operating within this policy, indicated, for a large part, a division of Vancouver into an eastern and western section. Communities on the western part of the city, possessing greater economic wealth, gradually
were successful in meeting the Board's regulations. The more
needy communities, in the eastern half of the city were not,
for the most part, successful in providing a centre for their
community.

Fraserview residents were most eager to have a community
centre. A local Community Association was organized shortly
after the first half of the subdivision was completed. In 1954
the construction field house, located on the Park at 60th
Avenue and Victoria Drive, was converted for community use.
The Parks Board purchased the unit and authorized the local
Fraserview Community Association to arrange for bookings and
scheduling activities.

In the ensuing years, the Fraserview Community Associa-
tion attempted to gain a Community Centre for the Fraserview
Housing Project. To this end, community fund raising projects
and a limited youth and adult programme was sponsored to rally
community support. One obstacle appeared insurmountable; as
a low rental housing area, the community could not qualify
under the property by-law. Lack of progress led to some dissen-
sion and diminished community support.

In 1957, the three Community Associations in the South-
eastern area, amalgamated into the South Vancouver Community
Association. Associations represented were: Victoria Drive,
Fraserview, and Collingwood-Killarney. Since joining together,
these groups have endeavoured to raise the $15,000.00 necessary
for a local improvement by-law. An organized public subscrip-
tion campaign was conducted in the early summer of 1959 as a direct appeal for local support. In 1959 also, the Vancouver Parks Board approved the proposal to establish the future centre on Killarney Park at the corner bordered by 49th Avenue and Kerr Road. The Parks Board noted in its 1958 report:

"... The progress of the Vancouver South district (Zone N) and the Grandview district (Zone G) is being carefully watched as they move towards the point of being ready to submit requests for local improvement by-laws for community centres."

Public recreation services, throughout the southeastern area, has consisted of limited negotiation between the Parks Board and the local Community Association. Professional recreation services in the shaping of a future recreation programme, on a consultative basis, is virtually non-existent. In the writer's experience in this area, many persons appeared to believe their recreation needs could not, in any way, be met until a community centre was established. An over-dependence upon facilities is perhaps not unusual in many communities. In regard to Fraserview and Killarney, two large secondary schools remain unused for a large part of the leisure time hours. Recent by-laws in other Vancouver communities in 1958 and 1959 presented to the public to build or enlarge community centres, have been rejected by property owners. Although varying conditions in each community may explain this recent

trend to reject community centres or improvements to existing
centres, it may demonstrate, in part, that local residents
are no longer accepting the community centre as the panacea
for all their recreational needs.

The Vancouver Parks Board plan in developing public
recreation in the City has focused upon the provision of
facilities, built and administered by the Parks Board. In
the provision of more public parks, as a Parks Board objective,
the Vancouver School Board has been assisted in erecting new
school buildings on, or adjacent to, Park Board land. However,
both public bodies have reflected little joint planning in
regard to buildings for a community recreation programme. As
a duplication, large schools and community centres stand side
by side, as in Kitsilano; or in close proximity, as in some
other Vancouver communities. School buildings, except for
gymnasium and the well developed formalized Night School adult
education programme, remain dark and deserted. As the need for
diplomacy is most evident, witness the comments of the Chest’s
Recreation Survey in regard to inter-organizational communica-
tion:

"There appears to be a need for more effective
communication between some of the key organizations
in the community in relation to matters pertaining
to the provision of recreation services. For example
when the Committee was gathering information from the
City Planning Department the School Board and Board
of Parks and Public Recreation there seemed to be
some lack of knowledge on the part of these organiza-
tions about each others concerns and activities in
the field of recreation. In addition the need was clearly indicated for the Community Chest and other Councils to have better communication with the major community services and other planning organizations. Specifically in this respect there appears to be an immediate need for the appropriate body of the Community Chest and Councils to be more closely related to the City Planning Department in the matters pertaining to urban redevelopment.

An apparent need was also noted for more and better communication between organizations on a local community level in planning for recreation services."

Lack of knowledge and adequate communication point up other limitations to Vancouver's public recreation services. Residents concerned with recreation, and this is being demonstrated in Fraserview and Killarney at the present time, devote all their energy to gaining a community centre. With guidance of professional and experienced lay personnel through consultative services by the Parks Board and the Community Chest and Councils' officials, a more encompassing community recreation programme would be implemented. One pressing need is a well developed aquatic programme in covered swimming pools that conceivably could be built to school buildings and used as community pools at nights, week-ends and holiday periods.

Private Efforts

With a broader application of public recreation to

1. Ibid, p. 22.

* It is interesting to see this observation was strongly emphasized by the "Norrie Report" in 1945.
include public facilities and a greater emphasis upon professional leadership, representatives of private organizations would be assisted to relate services to the total needs of the community. The reception of private agency services would demonstrate more understanding and community identity. Early in the Vancouver YMCA's investigation into the Fraserview area, certain members of the local Community Association appeared resentful and hostile to the YMCA. Consultative services have value in overcoming attitudes of resentment and a duplication of services. In this regard, developments within the Fraserview and Killarney area have enabled a greater degree of cooperation than previously. Members of the Fraserview-Killarney YMCA Board of Management, for example, took part in direct canvas for the proposed South Vancouver Community Association in 1959. Officials of the local Fraserview Community Association have asked for, and continuously published, YMCA news in their community paper, "The Fraserview Bulletin".

Private group work and recreation organizations, serving the Fraserview and Killarney areas, have increased in number, and volume of service, with the general development of the community. In view of limited public recreation, the volume of private service to the leisure time needs of individuals in Fraserview and Killarney has probably been higher than acceptable standards of public and private function in the recreation field. The particular flexibility of certain private
recreation groups to adapt to the local community has enabled many residents, the majority in the younger age categories, to learn, grow, and enjoy many positive experiences, when basic public services are at a minimum.

Most communities, in the outlying part of the large urban centre, are favoured with a number of youth serving organizations. In Fraserview and Killarney the following organizations are now active in recreational work:

1. The Boy Scout Association (including Wolf Cub groups).
   The Girl Guides Association (including Brownies)--a jointly sponsored programme.

2. Y.M.C.A., Fraserview-Killarney Branch.

3. Vancouver Boy's Club Association -- Fraserview Unit.

Although primarily concerned with religious services, the various Church denominations mid-week activities are recreational in character. The following Churches provide recreational activities:

1. Fraserview United Church
2. St. Timothys' Anglican Church
3. Corpus Christi Catholic Church
4. Fraserview Alliance Church
5. Presbyterian Association
6. Collingwood Baptist
Parks and playgrounds, as outlined previously, are utilized for local and city-wide athletic organizations. The last decade has witnessed the focus of community interest on specialized youth athletic programmes, of which, the best known is Little League Baseball. The following sports are scheduled in the local parks:

1. Boys and Men - Soccer, English rugby, Canadian football, Baseball and Softball.

2. Girls and Women - Softball and Grass hockey.

A brief review of private recreational services follows below:

The Boy Scout movement in Canada is proving to be one of the more adaptive youth services to local communities. In Fraserview and Killarney, the Boy Scout packs proved to be the earliest youth organization to operate in this vicinity of Vancouver. Organizational procedure of sponsorship by a church or school P.T.A. ensures the involvement of local residents who are directly concerned with programme and leadership. A standardized programme including the readily identified uniform also assists a process of localized control, even though the use of facilities for Scout groups is dependent upon a high degree of cooperation from other organizations.

The coordination of all Scout troops in Vancouver is through the Scout House, located on West Broadway. Staff members provide leadership training institutes and other
resources for local lay committees. Statistics indicate the Scout movement reaches primarily the pre-adolescent and early adolescent, and after the early teen-age period, interest in Scouting appears to wane, for senior teen-agers of fifteen years and over are seldom involved. After a certain period in life, standardized or regimented programmes, like the Boy Scout movement, have less appeal to some young people.

The counterpart of the Boy Scouts Association, the Girl Guides Association is also sponsoring a number of groups in the Fraserview and Killarney communities. The same administration, and a similar programme to the Scouts Association reflects a high degree of resemblance between these two programmes.

_Y.M.C.A. services_ in the Southeastern part of Vancouver were initiated by the Vancouver East Branch YMCA in 1952. Children, at that time, were recruited for a city camping activity centering around the Vancouver East YMCA building at Commercial Drive and Adanac Street. Original responsibility for this area, however, had been assigned to the Fairmount Branch YMCA at the time of emergence of the Vancouver YMCA as a Metropolitan Association in 1947. In 1954, a small Summer Fun Club, or City Camp programme, was sponsored by the Fairmount YMCA in the Fraserview Housing Project. A local parent committee set up the fee structure and related policy matters with the Executive-Secretary of the Fairmount Branch as director.
Later, in October 1954, a second year Social Work student from the University of British Columbia, assigned to the Fairmount Branch YMCA, was given a field placement of investigating the interest of Fraserview residents to YMCA programme. A community survey, a leadership training course and adult committees resulted in a small number of friendship groups, and an enlarged Summer Fun Club, during the early part of 1955. A residential interest in YMCA programmes grew gradually and the YMCA was able to increase service. Late in 1955, a full time YMCA professional worker, or secretary, was assigned to the Fraserview and surrounding area.

As a multiple service organization, YMCA programmes in the Fraserview and Killarney communities have varied to include boys, girls, co-educational and adult groups. Group work, physical education, camping, adult education and counselling on a limited degree are now offered by the Fraserview-Killarney Branch, YMCA. In 1958, as a result of the Greater Vancouver YMCA Building Campaign held in 1957, a lot was purchased at 49th Avenue and Kerr Street from the City of Vancouver. Transference of a small cottage in 1958, formerly used by the Alma Branch YMCA, is now used as the YMCA community headquarters. Services of the 'Y' in Fraserview and Killarney have assumed a family focus and a broadening perspective for this agency.

The Vancouver Boys' Club Association, an affiliate of the Boys' Clubs of Canada, is the most recent private recreation organization to sponsor activities within the Fraserview
area. In 1957, a survey of Fraserview was undertaken by the Western Regional Director of the Boys' Clubs of Canada. Following this survey, the Boys' Clubs Association contacted the Community Chest and Councils of Greater Vancouver for approval to extend services within Fraserview. In accordance with this request, a Committee of the Group Work Division was formed to investigate the need for recreational services in Fraserview, which included in its geographical definition, a large surrounding area of the Fraserview Housing Project.

The Committee, attempting to complete a study of the request of the Vancouver Boys' Clubs Association to extend services, noted two basic problems in launching the study:

"The first is the lack of guidance and procedures for agencies to use when seeking to expand or develop new services. These have not been established by the Community Chest and Councils at this time.

The second problem encountered by the committee is a result of this deficiency. The lack of guidance on the part of the Community Chest and Councils resulted in insufficient information being supplied by the Vancouver Boys' Club for a proper evaluation of their request."

This comment resulted in a series of recommendations for the expansion of private agency services. It also noted, in respect to the Boys' Club investigation, that more comprehensive material should be furnished by a private organization

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in planning new services.

"In making its request the Vancouver Boys' Club Association presented a very good study to prove the need for recreation services in the Fraserview area. However, the committee had difficulty securing adequate material on the plans of the Vancouver Boys' Clubs Association. Community groups had different opinions about the proposal and the committee did not have adequate details. Although the committee met with the Vancouver Boys' Club Association and wrote requesting additional information this information is still not available. There is vagueness about the size of the building proposed, the operating expenses required, the type of capital campaign envisaged and the location of the club. Since all these factors should be considered in approving this request, it has been impossible for the committee to make clear cut recommendations. A solution predicated upon certain conditions has been suggested. However, the vagueness of the request has resulted in delay and confusion and has limited the value of the study."\(^1\)

The Committee was fortunate in having the assistance of a research advisor, who obtained material from private and public social agencies to assess: the degree of social problems, recreation facilities, and related services available in the area. In regard to recreation services, the Committee's notation is significant:

"The Committee found a community in which organized groups are showing concern and initiative in organizing activities and using existing facilities. They found an area which lacks recreation services and which lacks facilities. They also found that the efforts of the groups to obtain services are uncoordinated and there is a lack of overall planning for the good of the community. At this time there is evidence of competition and conflict which could affect the morale of the community. This competition and conflict has made the task of the

\(^1\) Ibid, p. 2.
Committee more difficult. It points up the need for more involvement of Community groups in the development of recreation services at an early stage. In Fraserview conflict of interests had already developed and the committee found itself in a difficult position.  

The aftermath of this study was to clarify for all agencies within the Community Chest and Councils, procedure for agency expansion. It noted and approved also "the trend towards the assumption by public agencies of the responsibility for larger recreational facilities to serve all citizens of the community". Private agency service was regarded as having a specialized function, "to offer an intensive group work programme", where "programme" is related to the social needs of the area served by the private agency.  

The committee recommended a Boys' Club operation be granted on the following conditions:  

"(a) Provided that the location be within the Fraserview Housing area and close to its centre.  

(b) That facilities be such that they be adequate to house a boys' club programme but not so as to impede the development of public facilities. Such facilities should not be of the type that public bodies have accepted as their responsibility, i.e., swimming pool and large gymnasium required for senior competitive sports.  

(c) That the policy of the Vancouver Boys' Clubs Association, that is, to provide a qualitative programme to a limited segment of the population, should be maintained in this area, even though there be pressures to extend its services to a wider section of the population.  

1. Ibid, p. 1.
The committee suggests that it is not the responsibility of a private agency supported by Chest funds to meet the total recreation needs of an area, but to support and work with those groups seeking to meet other needs through the extension of public or other private services."

Until recently the Vancouver Boys' Clubs operated a Fraserview Unit from the converted Community Centre Building. This building burned down early in January 1960 and, except for a gymnasium programme at David Thompson High School, this has curtailed the Boys' Club operation. Activities at the Centre comprised a hobby and craft programme three days a week for the pre-adolescent age group. Activities offered by the Boys' Club since the unit opened in 1953 included: a softball programme, track and field activities, camping at Camp Potlach, and the hobby and craft shop.

The Fraserview Boys' Club is administered by a local Board of Management comprising residents living in the community. At the present time, the Director of the Kimount Boys' Club, serving the Mount Pleasant area of Vancouver, is acting as part-time Director of the Fraserview Unit. The Boys' Clubs were also successful in receiving a section of park land at 61st Avenue and Victoria Drive from the Parks Board. A capital campaign scheduled for 1961 will include a building for the Fraserview Housing area. The extent of the facilities of the building are not presently known.

1. Ibid, p. 3.
The Boys' Club, as the latest agency to serve Fraserview, brought about considerable public interest in recreation in Fraserview. The friction noted by the survey committee was primarily between the Fraserview Community Centre Association and the Vancouver Boys' Clubs Association. In fact, several directors of the Fraserview Community Association left to join the local Boys' Club. The writer, employed as the YMCA secretary serving Fraserview at the time, felt this friction was another example whereby residents of a Vancouver community were confusing public recreation and community recreation as one and the same. In essence, many directors of the local Community Association believed a community centre would serve the total recreational needs of their community. Earlier a defensive reaction had been encountered in YMCA surveys of the community. However, because the YMCA did not plan to establish a large facility in the community, the degree of friction that resulted in the Boys' Club development did not occur. Although little guidance to mold community attitudes toward recreation services had been forthcoming, certain members of the community did appear to demonstrate an understanding of public and private recreation trends, when they objected to a private organization setting up an elaborate community facility to meet the needs of boys between the ages of eight and eighteen. These same members regarded the public centre as being broader in age groupings served, literally the total community population and included a greater variation in activity groups.
Since the survey committee report, a more cooperative atmosphere has resulted within the Fraserview area. The Boys' Club use of the small, converted Fraserview Community Centre is already noted. The amalgamation of local community associations into the South Vancouver Community Association, and subsequent planning of a building in the Killarney Park area, has probably assisted supporters of both organizations to envisage the complementary aspects of their services. The process of study, which by necessity, resulted in more communications between representatives of organizations also had a positive influence on existing attitudes. The low degree of local coordination of services, noted by the Chest committee, in the writer's experience has not undergone any significant advance since the report.

Church recreation, although varying with denominations, is becoming increasingly important. Cooperation in the use of facilities in regard to the Boy Scout and Girl Guide activities is noted above. Churches, particularly the larger denominations have a recreational programme plan closely allied with the traditional religious teachings of the Church. At the present time none of the Churches have well developed facilities for recreational purposes.

The Fraserview United Church, located at Upland and Victoria Drive, is a one story building where the basement section is used for Sunday School classes and mid-week recreation programme. Activities include, C.G.I.T., Explorers,
Tyros and Hi C. As the first large Church denomination, the Fraserview United Church continues to be widely used by the community. The Fraserview Hi C. programme enrolled a large youth group until an inability to control the behaviour resulted in a discontinuation of the activity. This programme served to illustrate the growing number of teen-age members of the community who will require more than the accepted youth services in order to be reached by youth agencies.

**St. Timothy's Anglican Church**, formerly St. Lukes Parish Hall, is located at Argyle Street immediately south of 54th Avenue. Renovations in this building are nearing completion. Youth and adult groups will increase in number as the building becomes more suitable. Anglican youth programme includes a pre-delinquent gang largely responsible for the disintegration of the Hi C. youth group. Cub, Scout, Brownie, and Guide groups are also sponsored within the Anglican Church building. A young peoples group and various adult activities are included in the mid-week schedule.

**Corpus Christi Catholic Church**, operates recreational programme through the Catholic Youth Organization, whose head office is located at the Catholic Charities Building in central Vancouver. The leisure time activities sponsored by Corpus Christi Church, like the other Church denominations, have a religious emphasis. With the expansion of facilities it is expected C.Y.O. activities will also increase.

Other Churches providing leisure time services in
Fraserview and Killarney include: Fraserview Presbyterian, Fraserview Alliance, Fraserview Covenant, and Killarney Baptist.

**Commercial Recreation**

Movie theatres, bowling alleys, billiard halls, large commercial halls for dancing, etc., are non-existent within the Fraserview and Killarney communities. Immediately north of the area, on south Victoria Drive, a bowling and billiard establishment is available. A movie house, popular before the advent of television, is no longer in operation. As a part of the southern slope, Fraserview and Killarney are situated in an excellent area for television reception. The major part of the population now located in the Fraserview and Killarney established residence after the period when local movie theatres were popular and well attended. Today, increased travel convenience to other parts of Vancouver has probably decreased the need for local commercial outlets. Although land is available, it is unlikely appreciable commercial enterprise will take place within the two communities in the future.

Attendance at large downtown theatres, sporting events, music and drama activities and related programmes, has risen in latter years. The large commercial sponsored events provide a degree of excitement and glamour probably not found in local community events. The extent of commercial events, such as professional sports, has increased spectator interest. It has not necessarily brought about increased participation in athletics or assisted public understanding of the values
inherent in taking an active part in athletic or sporting activities. Yet, for purposes of the study, it may be concluded that people living in the large urban city of Vancouver have shown an increased response to commercial recreation, and this form of public media has a greater influence than ever before. Today, concern regarding the negative influence of commercial recreation has changed from a moral criticism to an attitude of concern for the physical and mental health of people, who only spectate and do not participate.

Enterprises operated for private profit have also been questioned by professional recreational personnel for lacking positive and constructive value for the growth and development of people. Professional sport, for instance, has placed an emphasis upon financial success rather than the value of sportsmanship and participation.

Passive forms of recreation within the home setting have also shown a rise in importance. The excellent reception of television in Fraserview and Killarney explains the high number of families owning television sets. The full value of television has not, at this point, been determined; negative and positive influences of television also have not been conclusively established. The retaining of family members within the home for longer periods appears to be a definite contribution made by television. Hi Fi recording and radio also continue to be a part of home recreational activities.

The more active forms of home recreation, including
gardening, landscaping, home improvements, known as 'do-it-yourself', also occupy a greater proportion of time. Although a low rental area, where it might be possible for residents to assume a lesser interest in the home, Fraserview families appear to be taking a normal interest in home improvement. Lawns and vegetable gardens appear to be as numerous as in other communities of similar economic circumstance.

Recreational activities outside of the community in "British Columbia's Evergreen Playground" include: camping, skiing, boating and swimming. The British Columbia Provincial Government's erection of camping sites has been one influence to increase public interest in outdoor recreation. Fraserview and Killarney residents, being of younger age than many other Vancouver communities, in all likelihood participate to a greater extent in family camping and recreational activities.

The establishment of more public facilities for recreation throughout the Province of British Columbia can also be seen to have a direct influence on the participation of the family unit in recreation.

Social Problems

The incidence of youth and adult behavior problems in the Fraserview and Killarney communities are not at the present time of a high percentage. Voluntary case work agencies indicate a larger number of cases in the Fraserview Housing Project than in the surrounding Killarney and South Victoria areas. Representatives of agencies, such as the Family Service
Association, point out, however, that a density of cases pertaining to an area may not necessarily indicate social deterioration. Pertaining to Fraserview, the large number of voluntary cases may indicate the readiness of residents to accept agency services due to age and maturity as well as a possible lack of kinship resource usually sought out for assistance by the average family.

The pattern of growth of the Fraserview Housing Project has resulted in many service personnel including: school, church, welfare agency, correctional agency and recreational officials to predict future community-wide youth problems. A young densely populated area lacking social services is regarded as sufficient evidence for the future manifestation of future deviant behaviour by the youth population. School officials at the present time would appear to be in the best position to gauge the community strengths and weaknesses. Secondary school officials, interviewed by the writer, were quite definite in drawing a line of distinction between the Fraserview Housing Project and surrounding communities, maintaining the former's percentage of behaviour problem children far surpassed an average total of a community. The need for more preventive type services was an early community concern leading to the growth of recreation services. This development is partly out of fear that an unserved youth population would result in widespread community gangs. Agitation for the Vancouver Boys' Club Association was directly related to alleviating a potential problem of youth gangs. A Community Centre was seen
by the local Community Association directorate as "a place to keep the young people off the street". Many of the Y.M.C.A. supporters visualized the traditional Y.M.C.A. activities as an answer to youth leadership needs. The local residents relating social problems to recreation services pointed out the need for agencies to consider a family focus with the provision of basic services including family counselling. The Fraserview Study by the Community Chest and Councils noted the lack of constructive youth activity and the possibility of future problems among children which may later manifest themselves in a number of ways.

The basic planning of the Fraserview area demonstrated a disregard for the provision of a socially healthful environment. The need to house returning veterans would seem to have taken precedence over the way accommodation would assist the returning man and his family's adjustment. Yet, despite the apparent short comings of the Fraserview subdivision's physical environment, it is quite possible more responsibility was placed upon the family to seek out leisure time and other social services. The very absence of facilities and specialized personnel may have resulted in more individual family resourcefulness and independence in meeting family needs. Too great a dependence upon community facilities sometimes may lead to a lack of family solidarity and interest in the various activities of different members of the family. To a degree, the absence of normal social services created, in some instances, greater
family involvement in meeting the needs of its members. Response to organizations offering a family focus would appear to indicate concern for the family as a unit by many parents and the future services of recreational organizations should be based upon serving the total family group. Such a trend will be noted in the following chapter.

The professional worker, in dealing with the recreational conditions of Fraserview, was faced with a real challenge. Communication and cooperation was at a minimum. The opportunity to participate in a plan to bring about increased public recreation services for Fraserview was not given support by the aid of consultative personnel. An avenue for dealing with the planning of community recreation, was restricted to a centralized authority. In this regard the majority of citizens of the local community were given a limited opportunity to participate and learn about the needs of their community.

For the private organization, moving into a new district required a survey to ascertain the proper areas of service. The professional worker, in helping the organization serve the community, was required to give leadership in regard to the types of programme meeting special need. Education of local personnel, to understand the need for a private agency perspective and the necessity of cooperation with other community groups, was also an essential professional role. Through increased understanding, the desire of community residents to take part in voluntary effort would rise accordingly. The
significant role of the professional worker, in dealing with community apathy, fear of the unknown, and group conflict, was to relate the conviction that success was possible. The following chapter will outline the methods and techniques utilized to stimulate local participation in serving the needs of the community.
Chapter IV

Local Community YMCA Development

Fairmount Branch Boundaries

The Community Chest and Councils and local citizens living within the Fairview-Mount Pleasant part of Vancouver, many of whom were Y.M.C.A. members of the downtown building, requested the YMCA to give service in this area in 1944. One year later, the Community Chest Survey, or "Norrie Report", described Fairview-Mount Pleasant as a needy social area in Vancouver. The YMCA began service to this community by employing a returning war veteran who had a background in 'Y' work in Vancouver prior to the war. Office space, at the front of the staff member's home, served as the starting point of the Fairview-Mount Pleasant YMCA headquarters, later to be known as the Fairmount Branch Y.M.C.A.

The original boundaries of the Fairview-Mount Pleasant Y.M.C.A. Extension encompassed a residential type of community of long duration. Centering primarily in the Main street area, the Branch personnel envisaged service to several neighbourhood areas. In 1951, Second Century Goals, a report of the Centennial Study Committee of the Vancouver YMCA, advocated community branches were to serve a broad area of Vancouver. Fairmount boundaries were extended eastward to include the south-eastern part of Vancouver. This study will focus upon the growth of the Fraserview-Killarney YMCA, established originally as an
outpost of the Fairmount YMCA, and the relationships evident in the process of development. A definition of the geographic boundaries in 1944, 1951 and 1960 is shown in Schedule 1.

In the first year of operation the Fairview-Mount Pleasant extension appeared to make some progress as an effective service organization in the community. A Management Committee of twenty adults, all members of the YMCA and residents in the district, was organized. Sub-committees in regard to programme, finance, adult education and a special teen-age project met under Board supervision. The 'Y' extension also shared in giving leadership to the formation of a Community Council. Six Phalanx clubs, enrolling 75 young men, were looked upon as a main resource for leaders.

One problem emerging in the first year and continuing throughout the history of Fairmount Branch YMCA was the constant change of office headquarters. The use of a secretary's private home (during the first year) was regarded as an inadequate arrangement. Subsequent headquarters for the operation have been a section of the old west wing of the General Hospital, Douglas Park Pavilion, the B.C. Fir and Cedar Lumber Co. Ltd., and store front office at 14th Avenue and Main Street. A 'Y's Men's Club, beginning in 1948, was active until 1950 in trying to locate a suitable YMCA centre at 14th and Main, on a piece of property leased from the city. However, the inability to raise the necessary funds resulted in the expiration of the lease and purchase of the property for commercial purposes.
Schedule 1. **Original and Later Boundaries of the Fairmount YMCA (1945 to 1960).**

<table>
<thead>
<tr>
<th>Direction</th>
<th>1945 Original Boundary</th>
<th>1951 Boundary</th>
<th>1960 Boundary Fairmount YMCA</th>
<th>1960 Boundary Fraserview-Killarney 'Y'</th>
</tr>
</thead>
<tbody>
<tr>
<td>North</td>
<td>False Creek</td>
<td>False Creek and Kingsway</td>
<td>Sixteenth Avenue</td>
<td>Kingsway</td>
</tr>
<tr>
<td>East</td>
<td>Glen Drive</td>
<td>Boundary Rd</td>
<td>Fraser St.</td>
<td>Boundary Rd.</td>
</tr>
<tr>
<td>South</td>
<td>Twenty-fifth Avenue</td>
<td>Fraser River</td>
<td>Fraser River</td>
<td>Fraser River</td>
</tr>
<tr>
<td>West</td>
<td>Granville Street</td>
<td>Granville Street</td>
<td>Granville Street</td>
<td>Fraser Street</td>
</tr>
</tbody>
</table>
In the early years, the Fairmount YMCA was able, in serving boys and men, to develop a fairly extensive programme. Boys' club work, including: N-Y, Hi Y, physical education classes in churches, Phalanx, Y's Men for young adults, mass co-educational teen-age programmes organized through Teen Towns, and a large boys' softball programme were important contributions to the community. Small city camp activities, called Summer Fun Clubs, a period of YMCA Camp Howdy, winter camping on Mount Hollyburn, also indicated community response. The Fairmount Branch, to a limited extent, was able to use the Central YMCA for Branch events or as participants of city-wide YMCA programmes.

By 1954, however, it was evident the Fairmount Branch was not meeting with success, and questions about the future of the Branch came from many quarters. The attitude of a long term Board member pointed out the reality of the situation. In a report to the Board of Directors, he stated:

"... As we are presently situated, to endeavour to get parent interest, on which we must rely, and to develop from that a group of directors, is in my opinion almost hopeless. In the limited time I have to give real thought to these things, I have come to the firm conclusion that we are at a dead end operating as we are. Personally, I do not wish to continue on as a director of Fairmount 'Y', feeling my efforts would be to no constructive end."

This Director also noted the area of potential YMCA programme

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1. A letter read to the Board, January 21st, 1954, by Fairmount YMCA director at that time.
Fig. 2  Fairmount YMCA Total Membership, 1947 to 1954.*

was well served by the Vancouver Boys' Club Association through club units at Kiview, Kimount, and Kivan. He requested a survey of the situation and consideration of the transfer of the Branch to the south Victoria Drive area in the vicinity of the Fraserview area.

The volume of Branch services would certainly support the above director's analysis of the Fairmount Branch situation in 1954. Branch statistics over the period 1947 to 1954 are shown in Figure 2, (page 109).

**Early Failures, 1944 - 1954.**

What were the reasons for the apparent failure of this Branch to establish a foundation within the community? As a complete appraisal of the situation was never made by the Association, the evaluation that follows is based upon personal impressions as recorded by secretaries, analysis of programme emphasis, and social forces at work within the community. It is evident that the reason for a weak YMCA operation, at this time, lay within the Vancouver YMCA itself and in social conditions within the Fairview-Mount Pleasant community.

The Fairview-Mount Pleasant community, as defined by the boundaries established by the YMCA in 1945, contain a section of the oldest housing units in Vancouver. The area was undergoing, in the post war years, a transition from an established residential community to an industrial development of multiple dwellings. Conversion of the older large houses
and the erection of new apartment blocks, indicated this transition. The result of the housing transition greatly altered the population. Single tenants, and young married couples without families, moved into the multiple-type dwellings. Senior citizens also represented a large group. Young families, with children, except for an influx of New-Canadian families, were moving to the suburban fringe sections of Vancouver. With industrial development taking place in the False Creek area, and with commercial enterprise emerging throughout, Fairview-Mount Pleasant, in reality, had become identified with the centre of the city. Today, in 1960, other than the Mount Pleasant Branch 177 of the Canadian Legion which includes a large number of senior citizens, there does not appear to be a strong psychological identity of the current residents to a Fairview-Mount Pleasant community. Other reasons given for the lack of success can be closely related to the changing community structure of Fairview Mount Pleasant from 1944 to 1954.

The "Norrie Report" of 1945, in recommending service to the Fairview-Mount Pleasant area, noted only 2.38% of the population were receiving group work and recreational activities from social agencies. Based upon this fact the survey report saw a large opportunity for community service. However, the survey stressed the importance of facilities for identity purposes, pointing out that:
"... The agency attempting this work should develop a physical plant, but use it as a tool to serve a wide area of community centered groups and activities over a wide age and interest range."

Unfortunately for the supporters of the Fairmount YMCA, they were never able to locate the Branch office with any degree of permanency. The many moves of the office in the early years probably made it difficult to register members, or for people living in the area to become aware of the YMCA in the community. Attempts by the Fairmount Y's Men's Club to solve this problem were unsuccessful and a limited facility building planned for the community was never followed up after the Y's Men Club disbanded in 1950.

The policy and goals of the Fairmount Branch YMCA, set down in 1945, appear to be sound and related to current trends in community YMCA work. A managing Board of local residents, a Y's Men Club disbanded after the nucleus of the group had moved from the area. Board members also moved from the area, and (as an attempt to alleviate the problem) other directors were drawn from people serving the community in a business or professional capacity. By 1954 only a small number of directors were active, and as the majority of them lived outside the community, the Fairmount YMCA did not have the support of local citizens. At a Board meeting on April 25th, 1950, the

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Executive Secretary, in a report to the Board stated:

"One of the weaknesses in the past has been leadership in the Board of Directors".¹

This problem never has been solved and remains as a current difficulty of the Fairmount YMCA in redevelopment planning since establishment of the Fraserview-Killarney YMCA as a separate Branch in the Spring of 1960. Ineffective board leadership may be attributed to the decreasing number of young men available for 'Y' work in an unsettled community.

Rapid professional staff turnover would also appear to be a factor in Branch instability. Between 1947 and 1954 there were five Executive Secretaries employed by the Branch. Most of these secretaries were recent University graduates who had been appointed to their first YMCA staff position. It is questionable whether these men possessed sufficient experience to handle a job, where a minimum amount of supervision was given by the Metropolitan staff and little support could be expected from a weak Directorate. Two of the three new staff members were trained outside the YMCA and had very little opportunity to learn the philosophy of decentralized YMCA work. As a result, they probably did not have a conviction about the methods and techniques involved. The remaining new

¹ Summary of Observations, a Report to Fairmount YMCA by the Executive-Secretary, board of Directors, April 25, 1950.
secretary was trained in physical education. He found limited facility work, sometimes in poorly equipped and inadequate community facilities, from a physical education viewpoint, frustrating and unrelated to his training. After a few months employment he requested a transfer. Staff turnover did not encourage membership growth in the Association. Members would become familiar with the habits and personality of one secretary only to have a disruption on the appointment of a new secretary. Continuity of leadership at the staff level did not assist the Branch adoption of goals for building the Fairmount YMCA. It is likely, also, that the secretaries held differing opinions on programme philosophy. Today, only one man of the first five secretaries has remained in the YMCA as a professional worker.

By 1954, serious questions had been raised about the future of the Fairmount YMCA; what had started as an excellent basis of community type YMCA had deteriorated to a fragmented and ineffective operation. Apathy among the Board of Directors was apparent, community interest in the YMCA was at a low level. Programme groups were small in number and sporadically attended. As a result, the Fairmount YMCA, in the Spring of 1954, was on the verge of being discontinued.

A changing community social structure, an equally changing population, and deficiencies within the leadership of the Fairmount YMCA, contributed to the gradual decline of Branch effectiveness. It is evident the low membership ratio and
declining board and committee interest remained for a four year period (as is shown in Figure 2). During this interval there was little indication the 'Metropolitan' YMCA, in a position to make an objective evaluation, gave effective supervision and analysis to this needy and difficult area.

In a ten year period, the Vancouver YMCA moved very quickly, in adapting to an extension or decentralized operation. From one central building the Association grew to a 'Metropolitan' YMCA encompassing an additional four community Branches. It is significant, by comparison, to note other private leisure-time serving organizations, within the Community Chest and Councils, have not expanded area services as rapidly as the YMCA. The growth of the YMCA in the new community adopted a revolutionary concept of decentralization of activities throughout "local neighbourhoods". This development could not take place in an institution like the YMCA without resistance, for only a few members were familiar with community 'Y' programme. Public knowledge about the YMCA over the past three decades, moreover, was molded by the large building operation, which remained a secure symbol to 'Y' supporters. Although the Vancouver 'Y' showed a willingness to change and adapt to "neighbourhood-centered" programmes in policy statements, it is evident the limited awareness of 'Y' leaders, both lay and professional, curtailed (in situations like the Fairmount YMCA) the application of this policy.

The appointment of Junior Secretaries to the Fairmount
Branch, is one example of a lack of Association awareness to the difficulties of this area. Undergirding the YMCA's problem in the Fairmount Branch was the insufficient social data available in regard to Vancouver's large social areas which the "Norrie Report" stated required revision.

The Fairmount YMCA period of failure is an important test of the application of the Vancouver YMCA's policy of decentralization. Was there evidence of "institutionalization" in the Vancouver YMCA, similar to the observation recorded by Murray Ross, in regard to the Canadian movement in The YMCA in Canada? (discussed in Chapter I). The relationship of the community branch YMCA's, as represented by the Fairmount YMCA and the Central YMCA, would be a significant subject for further study. The Central Branch YMCA represents "bigness" and "success", but, does it help or hinder the Vancouver YMCA's policy of decentralization? The further implications of these questions pertain to the Association leadership's understandings of the full ramifications of decentralized work and the conflicts evident in the present practice in 1960, of supporting growth and development of a Central YMCA and community branches. The Central YMCA Boys' Department's current sponsorship of purpose groups, in connection with the traditionally popular and well attended physical education programme, is an example of conflict with Community Branch programmes. Decentralized group activities and the Central Branch's attempt to serve the total city area
may be a duplication of staff and resources. The existence of contradictory, or conflicting methods of programming by YMCA Branches, does not lead to a unity of purpose and this requires the careful study of the Vancouver YMCA in order to avoid the emergence of problem areas in the future.

New Beginnings in the Fraserview Area

During the dilemma of 1954 on whether to continue the Fairmount YMCA, there emerged a spark of hope that offered an alternative to closing the Branch. Within the large geographic boundaries of Fairmount YMCA several distinctive communities were gradually emerging. During 1953, numerous requests for YMCA activities were received by parents living in one of the newer communities within Fairmount YMCA boundaries -- the Fraserview Housing Subdivision. In response to these requests a committee was set up to survey the Fraserview community's need for YMCA service. This committee comprised the General Secretary of the Vancouver YMCA, the Executive Secretary of the Fairmount YMCA, and a Metropolitan Board member.

During 1954 the Executive-Secretary continued to spend a limited time in serving the Fraserview area. Interviews with servicing personnel at Schools and Churches were conducted.

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1. Norrie, L.E., Survey Report of Group Work and Recreation of Greater Vancouver, Community Chests and Councils of Greater Vancouver, 1945. (This report recommended the Vancouver YMCA reorient its boys' work to a community centered programme in the natural setting where the environment touches people in a more fundamental way).
A questionnaire on recreational interests was given to Grade Six pupils at Sir James Douglas Elementary School in April, 1954. In addition, negotiation with the Fraserview Community Association was carried on as a means of cooperating with local groups already established in the community.

During the summer of that year, the Fairmount YMCA sponsored two activities in Fraserview. In May and June, an experimental softball programme was offered, with forty boys turning out for a team entered in the Red Feather Softball League. Three teams, if sufficient coaches would have been available, might have been organized. In August a summer fun programme, centering at Sir James Douglas School ground, was held. Although a small programme, it was well supported by parents, who formed a committee to assist the Fairmount Branch Executive Secretary.

This period served to introduce the YMCA into Fraserview community and an example of YMCA programmes was demonstrated to a small number of residents. Impressions of the community, its socio-economic structure and potential support for community services, were related by the first secretary in a recorded interview. This was his general impression after a year and one half of negotiation and programming:

"... The former secretary described the existing community services as being highly disorganized. He also did not regard the community of having a strong social or economic structure. On the whole he considered the people to be apathetic to organizing
themselves. In this respect the Fraserview Community Association was not tied too closely to the majority of the community's residents.\(^1\)

This initial stage was governed by a cautious approach. A secretary's report to the Board of Directors, April 1954, in a prepared statement on progress to date, exemplifies the YMCA's position:

"... In February the General-Secretary and I had a long discussion, and we concluded that we had to know what the boys and girls were doing now, what sports and clubs, etc., they took part in. We feel strongly that we must not overlap existing services and programme and cause antagonism. We should only offer programme in areas where none exists, or where other sponsors request our help or wish us to take over."\(^2\)

The existence of a local community association, established for the main purpose of acquiring a public community centre, greatly influenced the YMCA's policy toward development in the Fraserview area. The Fraserview Community Association, a local citizen group, without the support of consultative services from public recreation officials, could not be expected to show an appreciation of public and private recreational services. The YMCA was also aware that more information was needed before proceeding with an aggressive approach to initiating YMCA programme services in the area.

\(^1\) Interview of a former Executive Secretary of Fairmount YMCA held October 19, 1954.

\(^2\) Report on Fraserview, recorded April, 1954.
The YMCA, during the Fall of 1954, underwent a staff realignment in several branches and departments. In September of 1954, the Executive-Secretary of Alma YMCA was transferred to the Fairmount YMCA in the capacity of Executive-Secretary. The Fairmount YMCA Executive-Secretary was appointed Youth Division Secretary at the Central YMCA. A small number of directors were active on the Fairmount YMCA Board at the time of the staff change.

The new Executive-Secretary's first concrete step was to suggest a transfer of the Fairmount YMCA office, located at 14th Avenue and Main Street, to Cambie and 25th Avenue. The Executive-Secretary, inaugurating the new position, encouraged the move on the basis the Branch needed to sever its connections with past failure. Moving to Cambie, and focusing the operation in the South Cambie district, would enable a new start for the Branch. Even at this early date, however, Fraserview was regarded as a possible Branch headquarters.

"... The Secretary drew the attention of the Board to the report before them and there was considerable discussion regarding the proposed allocation of the Branch in the Cambie community. During this discussion Fraserview was mentioned as another possibility in terms of moving the administrative centre, but it was felt that in such a move we would be localizing the work of the Branch."  

Several directors were in favour of the Fraserview district as a centre of operation, but they were influenced by the Executive-Secretary's firm conviction that more information with regard to the Fraserview community's socio-economic structure, receptiveness to agency services, and activities sponsored by other organizations, be ascertained by the YMCA. The Executive-Secretary held the viewpoint that the Fraserview community, as a low rental housing subdivision, could quite possibly be a transitory area, and therefore, an unstable focal point for an organization like the YMCA. The suggestion that the Branch would be 'localizing' itself on the basis of available research, is a sound procedure for the development of a community YMCA.¹

The Survey of 1954.

The initial contact with the Fraserview area in 1953 and 1954, indicated the need for an area survey of Fraserview for YMCA purposes. After a survey, YMCA programmes could be better adapted to the needs of the community. The opportunity of implementing the YMCA's policy of conducting a survey, prior to programme, was created in the Fall of 1954, with the assignment of a second year student in the School of Social Work at the University of British Columbia. The student's assignment was to explore the neighbourhood, conduct interviews,

locate people interested in the YMCA, survey the present recreational activities, and assist in the development of local committee in support of a YMCA programme in the future. Supervision of the student was provided by the Executive-Secretary of the Fairmount YMCA. The Fairmount Board of Directors were to oversee the project and receive progress reports on the development.

The first task facing the student in accepting the assignment, was to become familiar with the organization and programme of the YMCA. Although a participant of the Vancouver YMCA during boys' programme in the early 1940's, the student had little recent association with the YMCA. Previous contact had been in the Central YMCA, at that time, the only YMCA in Vancouver, and like most people, the student had a good deal of question about a YMCA operating from a store-front, or other limited facility. Moreover, the distance between the Fraser-view area and the Branch administrative headquarters at 25th Avenue and Cambie Street, appeared awkward for effective field work.

However, assigned reading by the Executive Secretary helped to acquaint the student with YMCA goals, methods of work, and programme emphasis. Local material on non-facility work, particularly the reports of 1946 and 1951, were beneficial, along with the initial supervisory session with the supervisor, in clarifying the opportunities that lay ahead in the field work assignment. In the latter sense, discussions
on the philosophy of decentralized programming with the supervisor, enabled the student to understand some of the basic concepts of YMCA work. Home centered clubs (N-Y), extensive use of community facilities, portable equipment, the emphasis on leadership rather than facilities, flexibility of administration, etc., were ideas introduced by the supervisor. Although it took the course of the year's assignment, and in some instances in later experiences, the student became aware of the YMCA's community approach, sufficient knowledge was passed on for the student to proceed with the assignment.

From October to the end of December interviews were conducted with servicing personnel, including a school principal, ministers, a former YMCA secretary working in the Fraserview district, and various key people who were active in the Fraserview community. Of these people, the principal of Sir James Douglas School, and a housewife, a former Board member of the Vancouver East YMCA-YWCA, were contacted on a regular basis. Information about the community was gathered mainly from these two people, and action on the project was influenced by their response to the student's inquiries. Interviews were also held with: the President of the Fraserview Community Association, the President of the Sir James Douglas Elementary School P.T.A., and the minister of Fraserview United Church. All the people interviewed gave impressions about the community and assisted in the formulation of the methods employed in proceeding with the YMCA project.
During the interviews, the student was impressed with the apparent conflict or unfriendly atmosphere that appeared to exist. In conference with the President of the Fraserview Community Association the student recorded:

"... The apparent atmosphere of the Association and individual Association members attitude to outside organizations like the YMCA moving into the area is quite negative."

Also in an interview with the school principal, the student wrote:

"... On Thursday, the worker was invited into the school principal's office. The principal expressed his satisfaction with the questionnaire. However, he also had a number of questions as to the YMCA's function in the Fraserview district, explaining that he was quite concerned about recent talk of an active YMCA supporter in the area. Apparently the principal in a recent discussion was given the impression that the YMCA visualized taking over the provision of recreational services in the district. The worker answered the principal's inquiries by outlining the steps taken to date. It was explained that the YMCA saw itself as only one source for helping to meet the need in the area. Further, the worker pointed out the need for cooperation and, in this connection, the 'Y' was endeavouring to gain the reaction of active groups in the community. The principal agreed with the worker's viewpoint seemingly he was particularly impressed with the idea of the YMCA being only one source in the provision of future programmes."

It was apparent that community attitudes of many people active

1. Process Record, Interview with the President, Fraserview Community Association, October 27th, 1954.

in the area were not receptive to new services. At this time, the student was not aware of any specific incidents that caused the atmosphere of reticence, particularly evident by members of the Fraserview Community Association.

In the first few months, the student was able to make little contact with members of the Community Association. Letters were sent to the Community Association offering assistance with recreational activities, or to exchange ideas for further working relations with the two organizations in meeting recreational needs of the community. However, no communication was received from the members of the Community Association. In this connection it should be noted the Community Association was a local group of voluntary citizens who were endeavouring to secure a community centre for their district. Any private agency services were probably regarded as a threat to their objective. As they did not have consultative services from the Vancouver Parks Board or a local community coordinating council affiliated with the Community Chest and Councils to turn to, they turned inward and became 'ingrown' and unresponsive to other community servicing groups.

The YMCA, for its part, was endeavouring to assist the Fraserview Community Association assume a coordinating role in regard to community services. The purpose of the YMCA representative, at this point, was to clarify the role of the YMCA in the community. Particularly, the student saw the need to explain that the YMCA did not have immediate plans to locate
a building in the area. Unfortunately, members of the Fraser-view Community Association had associated the YMCA with the type of building at the Central 'Y'. They had no awareness of the community type YMCA and apparently believed the YMCA would become a large building operation once it became successfully established in the community.

The situation was a direct reflection upon the structure of community recreation in Vancouver at that time. Professional services through public recreation were unavailable to local communities, and people on local associations were, therefore, not educated or oriented to the differences of public and private recreation services. Clearance by the YMCA with the Community Chest and Councils Group Work Division Executive-Secretary had been undertaken by telephone during the Fall of 1954. However, the Division was not able to give effective counsel on local recreational development, chiefly as a result of a lack of administrative structure to enable local planning. Without a period of study and research, the Division, primarily dominated by staff members of social agencies, could not mobilize to assist effective local coordination.

The YMCA, not having direct communication with the Fraserview Community Association, was unable to outline its methods of work in a local community. In this respect, more effective YMCA public relations about the community type of operation might have overcome some of the resistance. However, at this point in the YMCA's investigations, most of the people
contacted knew the YMCA as a building centered operation and they found it difficult to conceive of the YMCA as anything else but a building. Members of the Association, with little advice or counsel, regarded the YMCA in direct conflict with their purpose of gaining a public community centre for Fraserview.

The existence of potentially hostile attitudes toward the YMCA influenced a decision to conduct a training programme for the community. This decision was arrived at midway through the interviewing period by the supervisor and student, or YMCA staff. A training course for recreational volunteers affiliated with any community organization was envisaged as one method of eliminating barriers to future working relations between all organizations in the community. Through personal contact and ideas suggested in the course, the YMCA staff also expected a number of future YMCA leaders would result.

However, the need for searching out leadership and factual field work information, required the YMCA to continue regular negotiation with individuals able to assist the project. The school principal saw his role of providing the resources of the school. A questionnaire on recreational interests was given to the grade six pupils at Sir James Douglas School on December 2nd, 1954. The findings of the questionnaire were circulated at later committee meetings and reported to the Fairmount Board of Directors. The questionnaire was a valuable tool in showing the need for recreational services to an age
group (9 to 12 years) which the YMCA was prepared to service. (see Appendix A).

The early negotiation in Fraserview revealed one person firmly convinced the YMCA had programme activities filling the needs of the community. The housewife, formerly referred to, was a former Board member at the Vancouver East YMCA-YWCA, so therefore had an understanding of the organization and was prepared to give her time for YMCA work. An active person in the Fraserview district, she knew the community well and was able to encourage other people to volunteer for work. In addition, she had confidence in herself, the organization and its programmes, and an aggressive ability to 'follow through' on objectives. Her aggressiveness sometimes led to friction and misunderstanding and the need for the student to clarify objectives to other people. Yet the energy she put forth on the project, while she remained in the background, influenced the initial development of YMCA interest in the community.

By January 1955, a general letter to parents and community contacts, undertaken by the student and housewife, set the scene for the formation of a YMCA committee in Fraserview. A general letter to parents of softball and summer fun members, and parents of grade five and six children, for a meeting on January 3rd, 1955, was circulated. In addition, the student telephoned over one hundred families prior to the meeting.

This meeting was well attended and provided the ground work for the course of action undertaken. An agenda, planned
by the YMCA staff, was an effective tool enabling an appraisal of the recreation situation existing in Fraserview. The agenda enclosed was a guideline to community needs of various age groups and services now sponsored. Information about YMCA community small group activities was given by the Executive-Secretary. The previous experience of the housewife proved helpful in emphasizing the importance of training, prior to undertaking volunteer leadership. At the close of the meeting, a committee of five was drawn up to proceed with implementing YMCA services in Fraserview. The meeting also proved to be the beginning of shared leadership and responsibility.

As the YMCA did not own facilities in Fraserview and possessed a limited leadership resource, it was logical for committee members to accept the suggestion, stressed by the former YMCA Board member, to operate a leadership training course. The committee, known as the Fraserview YMCA Planning Committee, held several meetings in conjunction with the developing 'Y' activities. A number of specific jobs were drawn up to facilitate committee development. (see Figure 3). These included: chairman; secretary treasurer; representative to Fairmount YMCA Board of Directors; chairman, leadership training committee; chairman, group development committee; and representative to the Community Association. The student was to act as coordinator of the training course and to follow up resource leaders for the sessions outlined.

The leadership training course took place from Wednesday,
Fig. 3 Administrative Chart for the Fraserview YMCA Project
(Prepared for the Fraserview YMCA Planning Committee, Jan. 12, 1955.)
February 9th to March 16th, 1955. Thirty adults and teenagers took part in the programme which took place at the Fraserview Community Association building. Local members of the committee, also active in the Fraserview Community Association, undertook to negotiate the use of the hall. Several professional recreational personnel including: staff members of Vancouver YMCA, University lecturers, members of other social agencies drawn from the field of physical education and social work, provided course leadership. Sessions were planned on a lecture-discussion or panel discussion basis to facilitate the involvement of course members. A number of new people, not active in community leadership, took part in the course along with active persons in various community organizations. Unfortunately, it was not successful in recruiting certain members in community service who most needed to examine their volunteer leadership motivations.

At the close of the course, neighbourhood YMCA clubs were organized. Two male members and one lady recruited small club groups which met in the leaders' basements. An organizational meeting was held and several other course graduates indicated an interest to begin club leadership as soon as boys' and girls' groups were located.

The development of programme moved the project to a new phase. Community attitudes had been gauged, YMCA community services had been outlined, and interested citizens had been mobilized to action. An analysis of the factors inherent in
this 'exploration' stage is important in assessing the principles or methods used by YMCA personnel in approaching the Fraserview community. What methods helped build for the future? What inadequacies resulted that presented problems in later stages?

Implications of the Survey

The group work student placement in an area development in the University of British Columbia School of Social Work has not been widely implemented. In assessing the results of the YMCA's survey of Fraserview it should be recognized certain advantages and disadvantages pertain to the assignment of a student on the project.

To begin with, the student was not an experienced professional worker in community organization. His experience had been limited to group work within a building centered operation of another agency. Knowledge about YMCA had to be learned while proceeding with the assignment and, therefore, the Fraserview survey was conducted by a student while undergoing training.

On the other hand, as a student assignment, there was greater attention given to setting objectives and compiling information about Fraserview than is often done when full time agency workers are assigned similar tasks. Regular supervision brought about a focus on process and perhaps a greater sensitivity to existing attitudes in the Fraserview community. As it turned out, after a brief period of 'give and take' with
the supervisor, the field worker became convinced of the value of the programme services of a community YMCA. The assignment, in effect, became a team work approach — the student following out the assignment of interviewing people in the community, coordinating the training course, and becoming knowledgeable about general social conditions of the Fraserview area. The supervisor gave active support to the assignment, when required, as the following excerpt from the student's interpretation of the first Fraserview Planning Committee would testify:

"... The Supervisor's outline of the N-Y Club helped to point out the merits of a YMCA service to the pre-adolescent age group. When called upon, the Supervisor gave the group some knowledge of resources of the YMCA in a community type programme."

A more active role was assumed by the supervisor as the assignment progressed. This facilitated the Fraserview survey as well as the working relations between supervisor and student.

For many of the people serving on the YMCA committee, the experience was new. There were important contributions made in this phase of the development that encouraged local participation. The agency's use of circulated minutes to all committee members, meeting reminders, notices, business agenda, and clearances with chairman and other members making reports by the professional staff, were well received by the committee. Techniques introduced by the professional staff were invaluable

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in stimulating effective communication among the committee members. It was also evident that these members were thinking about the project, as was apparent in the registration for the leadership training course, for most of the participants of the course were contacted personally.

The entrance of Fairmount YMCA Board personnel was an important step in bringing about the committee's knowledge and awareness of the YMCA. Board members, by early participation, gave the Fraserview committee support and recognition for their efforts. The committee members regarded the Board of Directors of the Fairmount YMCA as a group able to give guidance and assistance when it was needed. On the other hand, the Board members, by participating in an active ongoing project, were given a 'lift' from the frustrations of recent years at the Branch.

At the first parent meeting, the student interpreted the Board members' role, thus:

"... He gave a valuable contribution to the meeting. As a lay YMCA representative the board member's participation around the area of assessing need and determining the YMCA function in the community in light of the need was particularly valuable. He also gave direction in the methods by which the meeting might set up a committee".

And later at the meeting of January 26th, 1955:

"... The attendance of the two Board representatives was an indication of the Fraserview Committee's stimula-

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tion of interest within the Fairmount YMCA Board. Although official recognition was not forthcoming at the last Board Meeting, the discussion in the committee meeting brought out the need for official agency recognition. On a positive basis the Board members expressed genuine satisfaction in the Committee's work. One board member's referral to the community as being 'a wonderful place to begin work of the committee's nature' also helped to give recognition of the committee's value both to the community and the agency."

Involvement of the Fairmount YMCA Board members came as a result of the supervisor's emphasis on the Fraserview survey by including the project on Board meeting agenda and written reports submitted by the student. The sincere interest of certain directors also must be acknowledged, as was shown later, when one director became actively involved in the Fraserview YMCA Committee.

As a guiding principle the YMCA staff focused upon the level of community organization and identity indicated by the residents. Every effort was made to appraise steps in development that would break down any existing unfriendly attitudes. The effective resources of the YMCA were ascertained as professional personnel, programme equipment, agency prestige, and availability of leadership materials. Local personnel were given an opportunity of directing the project in the early stages. Starting with one or two people, shared leadership took place with the committee. Members of the committee, in turn, attracted neighbours and friends to the leadership.

training course. The project then grew through the interest of people. Buildings and other material resources followed. Local residents were mobilized to deal with the needs of their community. The pattern of development was also consistent with the YMCA's philosophy of membership responsibility and control.

The leadership training course outline (Schedule 2) is listed on page 138.

The course was designed to increase community awareness of the importance of leadership, professional and volunteer, in community recreation. A training programme was new to Fraserview, for other organizations serving Fraserview did not employ professionally trained staff members. The YMCA was, therefore, able to render a community service while at the same time increasing the interest of local residents in the YMCA. Participation through group discussion and the use of evaluation slips were techniques utilized to measure member interest.

The end of the Fraserview Leadership Training Course in March, coincided with the end of the student field placement, and community contacts were then maintained by the Executive-Secretary. Three leaders became active with small neighbourhood clubs sponsored by the Fairmount YMCA. Other leaders waited until the Fall before proceeding with clubs. In time, many of the course registrants became more active in other organizations. The Chairman of the Fraserview YMCA Planning
Schedule 2. Fraserview Leadership Training Course for Volunteer Leaders

February 9, to March 16, 1955.

Sponsored by: Fraserview YMCA Planning Committee, an affiliate of the Fairmount Branch YMCA.

Held in: Fraserview Community Association Centre.

Areas of Study:

1. The Role of the Leader — The social, emotional and physical development of boys and girls, eight to twelve years and thirteen to fifteen years. The leader or counsellor's role in working with these age groupings.

   Film — "Leaders for Leisure" — to illustrate the importance of community recreational leadership.

2. Democratic Group Organization — Group participation through self-determining and self-governing group structure. YMCA methods as applied in the neighbourhood club (N-Y) programme.

3. Group Games — The value of group games with small groups.

4. What Different Groups Contribute and Expect from Recreational Experiences — Panel discussion involving moderator, parent volunteer group leader and professional staff member of an agency. The session brought out the different perspective of each and how they must work together to effectively support youth activities.

5. Arts and Crafts — Demonstration and practice in various hobbies and crafts. The value of these activities for all the members of the group.

6. Kinds of Groups — Panel discussion on the values of team sports and friendship groups. Illustration of differences, the values of each.

7. Evaluation and Summary of the Course.
Committee became a Vice-President of the Fraserview Community Association. Developments within the community leadership enabled greater sharing of ideas and willingness to work together. This did not happen over night but was a gradual process. The Fraserview Community Association, for example, scheduled a meeting to coordinate community wide events. A clearing house of all community events was set up through the Fraserview Community Association bulletin. Although the meeting did not proceed to the point where duplication of services or unmet needs were examined, it was a step in the direction of an increased willingness to cooperate.

At this time, it seems apparent the Fraserview Community Association, as an organization limited entirely to local residents, did not possess the knowledge or leadership within it's ranks to assume a coordinating role. The one organization having leadership to give direction to such a development -- the YMCA -- was involved in moving into a phase of programme building to justify it's existence. The limited staff situation at the YMCA did not facilitate the 'Y' becoming involved over and above participating in any joint meetings of community planning, in which it was invited to attend. In this regard, it is questionable, both from the point of view of an agency and a community, that a private leisure time organization be responsible for recreational planning at the local community level. Recognizing the growth of leisure time services as significant, the situation is a further reflection of the lack of structure within Vancouver's recreational structure to
facilitate guidance to local initiative and planning. The public recreation authorities, the Vancouver Board of Park Commissioners and Public Recreation, and private agency planning authority, the Vancouver Community Chest and Councils, were not equipped in a centralized administration to effectively deal with this kind of local community need.

Programme Expansion, May, 1955 to October, 1958

The completion of the leadership training course saw the YMCA adopt a more aggressive policy toward the Fraserview area. Survey material had disclosed a need for additional recreational services, and after the study, the YMCA was convinced of the long range potential of the Fraserview and surrounding area.

On May 1st, 1955, the student who had conducted the survey, was employed as the second staff member of the Fairmount Branch YMCA. The duties of the new Branch Secretary were primarily focused upon establishing additional programme in Fraserview. Programme activities remained for the next three years the emphasis of the Fraserview YMCA development.

The Growth of Programme

N-Y Clubs -- boys and girls, eight to fourteen years. The YMCA neighbourhood club programme, N-Y, was the initial type of 'Y' programme introduced to the Fraserview area. A small friendship group programme, N-Y Clubs proved to readily adapt to the community. Club meetings were held in basements,
living rooms, or garages. Parent sponsoring committees were organized in support of many clubs and also ensured the YMCA leader and staff an opportunity of increased contact with parents. The latter, in turn, became more familiar with the YMCA and, in many instances, gave volunteer help to the various 'Y' projects.

N-Y clubs were organized in different parts of Fraserview, wherever requests for groups and leadership could be brought together. The emphasis upon N-Y was for two main purposes: firstly, it was a small group activity for youngsters growing up in a densely populated area with the mass structure of school, church, and community, the predominant environment; secondly, it served an age group lacking services who would remain a large section of the total population of Fraserview in the immediate years ahead.

The YMCA had not previously sponsored neighbourhood club activities for girls. However, as local YMCA committee members favoured sponsoring girls' clubs, a number of girls' groups were organized. The initial step of broadening perspective in serving girls, rather than limiting the activity to boys, provided the future pattern of YMCA programmes that extended to a family YMCA type of membership later. Among the first group programmes sponsored by the YMCA, the neighbourhood club programme (N-Y) has remained a major programme emphasis.
Table 3. Fraserview-Killarney N-Y Clubs

<table>
<thead>
<tr>
<th>Year</th>
<th>Boys</th>
<th>Girls</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1955</td>
<td>2</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>1956</td>
<td>2</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>1957</td>
<td>4</td>
<td>4</td>
<td>8</td>
</tr>
<tr>
<td>1958</td>
<td>4</td>
<td>4</td>
<td>8</td>
</tr>
<tr>
<td>1959</td>
<td>4</td>
<td>5</td>
<td>9</td>
</tr>
</tbody>
</table>

Summer Fun Club or City Camp. The first Summer Fun Club in Fraserview took place in August, 1954, with twenty-two girls and boys enrolled. A parent committee was recruited to support, what was generally regarded as, an experimental programme. Summing up the response, the Summer Fun Director for the 1954 programme stated:

"... In spite of our varied efforts only 22 boys and girls registered (12 boys and 10 girls). This was a disappointing response to the work involved. We feel that the main reason for this was the lack of familiarity with YMCA programme among the children and parents."  

The first major assignment of the newly acquired staff member in May, 1955, was to determine, along with the Fraserview Planning Committee, the need for a Summer Fun Club.

1. Executive-Secretary's Programme Reports, Fairmount YMCA, 1955 to 1959.
Planning meetings, intensive publicity, and a teen-age leadership training course, were carried out prior to the programme. An enrollment of fifty-six boys and forty-eight girls was far greater than anticipated. The popularity of the programme was attributed to the increased awareness of the YMCA and the reasonable fee of the programme.

In the following years, Summer Fun has remained as a concentrated programme in the Fraserview area. It has indicated a varying demand, with lesser numbers enrolled after the peak years of 1955 and 1956 — the latter year, sixty-six boys and forty-seven girls participated. Various factors account for declining attendance in following years and include: the recession in 1957, and increased programme fee, and greater family participation in tent camping throughout British Columbia. Summer Fun with emphasis upon small groups, each having a teen-age counsellor, remains an important activity in Fraserview to the present time.

The neighbourhood club activities and Summer Fun programmes established YMCA activities in Fraserview. Later developments grew out of the community needs, related by boys, girls, and parents involved in these activities. (see Schedule 3, page 144). A further reflection of the growth of Fraserview Killarney 'Y' programme is shown, (Figure 4, page 145), indicating the total membership of the Fairmount 'Y' from 1954 to 1959.

<table>
<thead>
<tr>
<th>Date</th>
<th>Activity</th>
<th>Age and Sex</th>
</tr>
</thead>
<tbody>
<tr>
<td>October 1955</td>
<td>Badminton</td>
<td>Men and Women 18 years and up</td>
</tr>
<tr>
<td>October 1955</td>
<td>Badminton</td>
<td>Boys and Girls 13 to 16 years</td>
</tr>
<tr>
<td>October 1955</td>
<td>Swimming</td>
<td>Boys 8 to 13 years</td>
</tr>
<tr>
<td>August 1956</td>
<td>Camping (Camp Howdy)</td>
<td>Girls 8 to 13 years</td>
</tr>
<tr>
<td>October 1956</td>
<td>Two Gym classes (Separate Divisions)</td>
<td>Boys and Girls 8 to 13 years</td>
</tr>
<tr>
<td>October 1956</td>
<td>Stamp Clubs</td>
<td>Boys 8 to 13 years</td>
</tr>
<tr>
<td>May 1956</td>
<td>Two Beginners Soft-Ball Leagues</td>
<td>Boys and Girls 8 to 13 years</td>
</tr>
<tr>
<td>September 1957</td>
<td>Bowling Leagues</td>
<td>Boys and Girls 13 to 16 years</td>
</tr>
<tr>
<td>January 1958</td>
<td>Teen Club Groups</td>
<td>Boys and Girls 14 to 18 years</td>
</tr>
<tr>
<td>January 1958</td>
<td>Grass Hockey</td>
<td>Boys 8 to 13 years</td>
</tr>
<tr>
<td>March 1958</td>
<td>Car Clubs</td>
<td>Boys 16 to 20 years</td>
</tr>
<tr>
<td>October 1958</td>
<td>Volleyball</td>
<td>Men and Women 18 years and up</td>
</tr>
<tr>
<td>January 1959</td>
<td>Swimming</td>
<td>Girls 8 to 13 years</td>
</tr>
<tr>
<td>July, August 1959</td>
<td>Day Camp</td>
<td>Boys 8 to 13 years</td>
</tr>
</tbody>
</table>
Fig. 4  The Total Membership of the Fairmount YMCA, 1954 to 1959.*

* Fairmount YMCA, Annual Statistical Reports, 1954-1959. (In 1959 Fraserview-Killarney membership was 434 and South Cambie was 179, indicating increase is primarily in Fraserview-Killarney).
Local Identity Strengthened, 1958 to 1960

During the expansion of Fraserview YMCA programme, beginning in 1955, it was evident the administrative structure was not able to keep pace. In fact, meetings of the YMCA Planning Committee were less effective than at the time of the student field placement. Activities decentralized throughout Fraserview and Killarney, however, brought a number of different parents in contact with the YMCA. Various committees were organized to coordinate, plan, and support programme groups. For the most part, spontaneous development and enthusiasm was retained in this development. Short term committees, emerging from seasonal activities, like the beginners softball leagues for boys and girls, were excellent examples of rallying community support in a relaxed informal environment.

These efforts remained isolated and uncoordinated. Meetings of the Fraserview YMCA Planning Committee, held every two months, were not sufficient to stimulate an identity with the YMCA beyond the programme level, with the exception of a small number of people, most of whom were original members. In a sense, the continued affiliation of several of these original members did provide some degree of coordinated thinking, but it was not sufficient to build strong YMCA identity. In scheduling meetings of the Planning Committee, it was evident the lack of YMCA office space in the area made it difficult to maintain continuity of regular meetings. Recognizing a weak committee structure, the Fairmount YMCA Board
and staff set about to rectify the situation. Paramount in their concern was the knowledge the Fairmount Branch, or Fraserview area, would receive little recognition by the Metropolitan Board of Governors until an effective body was organized to adequately represent the Fraserview YMCA membership.

Five years later, the Fraserview-Killarney Branch YMCA became a separate and autonomous Branch of the Vancouver YMCA. Today, in 1960, a Board of Directors of twenty-six men and women, govern the affairs of the 'Y' membership in the south-eastern part of the City of Vancouver. In addition, the following standing committees: membership, building, programme, and executive, involve additional men and women in coordinating the affairs of the Branch. At the time of this writing, the Fraserview-Killarney YMCA is conducting a programme survey of 'Y' programme to determine the effectiveness of different types of activities. Professional personnel, including teachers, a doctor, local business men and board members, are involved in this project, to further spread and assist lay responsibility, to increase staff productivity, and to assess the value of 'Y' activities. A leader's fellowship and training programme is scheduled twice a month throughout the year and concluded with an annual recognition banquet. Special events, including a Fall Fair, are now conducted to raise additional funds for programme purposes. Office and stenographic services, registration of members, periodic activity
clinics, and regular supervisory conferences with volunteer leaders, illustrate there has been progress in the community's support of the Fraserview-Killarney YMCA.

The growth and development of the Fraserview-Killarney YMCA can be attributed to the readiness of the people living in the south-eastern section of Vancouver to respond willingly and enthusiastically to YMCA activities. The 'Y' for its part also revealed a number of techniques, or methods, that brought about the establishment of a seventh Branch of the Vancouver YMCA in March, 1960.

There follows a review of these methods:

1. Planned Decentralization

In 1955 and 1957, development briefs were presented by the YMCA Executive-Secretary to Fairmount YMCA Board of Directors. These reports were designed to facilitate growth of the YMCA and to present ways and means of overcoming current problems. It was a technique devised by the staff to give Board members, and other laymen who volunteered time and energy, a picture of goals for the future. Material contained in these papers stressed the need for planning and evaluation in regard to:

(a) area development by use of the Area Council, (see Appendix B).

(b) board and committee recruitment to establish administrative support to programme, (see Appendix C).
Regional development in the Fraserview area was given priority, a factor which influenced later decisions to increase YMCA effectiveness in the Fraserview and surrounding area.

2. Capital Campaign, 1957

In 1957, the YMCA of Greater Vancouver conducted a drive for funds to improve and expand its facilities. Fraserview 'Y' members, as their part of the campaign, organized a canvass of current families involved in YMCA activities. The effect of the mobilization to expand the YMCA operation in Vancouver, led many 'Y' supporters in Fraserview to ask whether their area would be considered. Representatives to the Fairmount YMCA Board from Fraserview, pointed out the concern and requested favourable consideration for property and building development in the Fraserview area. The brief, related to building planning (see Appendix D) stressed the importance of dividing the Fairmount YMCA area into two divisions. After discussion over several Fairmount YMCA Board meetings a decision to favour joint development was reached. Promotion and active support mobilized during the campaign was carried forth when important decisions were made. A specific task had provided the spark to increase parental involvement. Programme activities sponsored in the Fraserview area had engendered an interest
in the YMCA that became more vocal when residents saw there was a possibility of increased service through the location of a building in their area.

3. Fraserview Representation on the Fairmount YMCA Board

Negotiation for property points up another valuable practice that encouraged the growth of the Fraserview-Killarney YMCA. Since the inception of the Fraserview Planning Committee, two members of the Committee were appointed to the Fairmount YMCA Board of Directors. This arrangement assisted communication between the Board and the Planning Committee. Board members were given information and insight into the needs of the Fraserview area. The Fraserview representatives were given greater awareness about the YMCA's method of operation and assistance on effective business-like procedure during meetings. In the formative stages, and during the first three years of the Fraserview YMCA project, the small number of directors of the Fairmount YMCA gave mature and sound counsel to the Fraserview development. Containing primarily senior business personnel, with considerable experience in business and community affairs, the Fairmount Board of Directors was in fact an advisory body to the Fraserview YMCA development. Support for Fraserview YMCA activities and critical examination of issues enabled a balance of conservatism and new and progressive ideas. Contrary to any misconception that may be held in the Vancouver YMCA, the Fairmount Board of Directors was not a 'rubber stamp' of staff ideas presented
during the period 1955 to 1960 when it was instrumental in supervising the Fraserview YMCA Extension.

4. The Role of Lay Supervision

During 1955 to 1957, the YMCA, in its Fraserview development, was not successful in securing a resident as chairman of the Fraserview YMCA Planning Committee. Local 'Y' supporters were either too inexperienced or dependent upon the YMCA staff member to give leadership of this nature. Plans to alleviate this problem were set down in a brief submitted to the Fairmount Board in January, 1957, (see Appendix C) after which the President of the Branch agreed to chair Fraserview Committee meetings on a temporary basis. After slightly over one year this arrangement was discontinued when the Chairman of the Fraserview YMCA boys' soft ball league accepted the Chairmanship of the Planning Committee. The Board President, however, remained with the Committee in an advisory capacity and become more informed about Fraserview needs and interests. Later, at the time of the establishment of the Fraserview Board of Management, the President of the Fairmount YMCA, gave effective leadership to the setting up and management of committee meetings. This type of assistance was the first application of a layman supervising laymen in the Fraserview-Killarney YMCA. Supervision of this nature also encouraged more people to assume responsible positions within the Board of Management. It also enabled the YMCA Secretary to give
attention to other areas of work. At this writing, the transference of certain staff functions to laymen is being implemented in connection with the Programme Survey. (see Appendix F). It is likely greater involvement of laymen and spontaneous programme will assist staff productivity and a spreading of YMCA interest in the community. It will, however, require careful appraisal in regard to the quality of supervision and the relation of the professional staff in the process.

5. Local Chairmanship

In October, 1957, a local citizen assumed the chairmanship of the Fraserview YMCA Planning Committee. Closer contact between other members of the committee and the chairman was brought about by this arrangement. As it turned out, the forthright aggressiveness of the new chairman increased the confidence of people working on behalf of YMCA activities in Fraserview. Chairman of special, or standing committees, as well as general committee-member willingness to volunteer for specific duties, was greatly aided by the existence of a community leader.

6. Branch Headquarters Established

After the completion of the YMCA Capital Fund Campaign in 1957, the Fairmount Branch YMCA was allocated $60,000.00 for the establishment of a new building or buildings. It remained for the Fairmount YMCA Board of Directors to ascertain
the expenditure of these funds, subject to the approval of
the Metropolitan Board of Governors. (See Appendix D). Follow­
ing several months of negotiation with the City of Vancouver,
a lot at 49th Avenue and Kerr Road was purchased and transfer
of a cottage, formerly headquarters for the Alma YMCA, to the
new site was completed. Possession of the cottage was made
possible when labour and management strife in the building
trades in 1958, held up the construction of the new Alma YMCA.
The completion of the Fraserview-Killarney headquarters cost
slightly more than $20,000.00 and left $40,000.00 for building
development in the Fairmount-South Cambie area. It also
marked the entrance of the YMCA into the Killarney district,
a subdivision immediately east of Fraserview. Hence, the
Extension became known as the Fraserview-Killarney YMCA
Extension. Location in this area was considered to be excellent.
The headquarters were placed adjacent to a public park, a high
school, and close to public transportation. On a long term
basis, the Fairmount Board of Directors, Fraserview Planning
Committee and Fairmount staff, regarded the site as an excell­
ent site, even though the building was placed approximately
one mile east of Fraserview. Service to Fraserview and
Killarney was considered practical in the long range future.

Although not a pretentious building, YMCA supporters in
Fraserview were able to see concrete results for their efforts.
Work parties, coordinated by the Men's Building Committee,
involving adults and teen-age members, were held to make
improvements to the cottage. Fund raising efforts to purchase supplies rallied membership support. An identity point was established that improved staff working conditions and provided a meeting point for adult committees. The problem ahead was to consolidate the spread of programme and isolated committee structure.


Growth and expansion required the Fraserview YMCA Board of Management to follow a plan of development for the future. Enthusiasm and energy, put forth prior to the building, might easily have been lost without direction and consideration of goals for the future. In September, 1958, the Chairman of the Board of Management and Fairmount YMCA Executive-Secretary, and the recently employed Fraserview-Killarney Extension Secretary, met to lay out a plan of development for 1958-1959. A memorandum report by the new secretary entitled "Objectives Chart, Fraserview-Killarney YMCA", emphasized the need to consolidate and strengthen Board and Committee structures. (Appendix E). Despite elements of over-committee structure, the number of proposed committees appeared to be too large for a YMCA operation of it's size.¹ The Objectives Chart helped to educate Board members on the need for planning ahead and setting priorities. In alterations made since the Chart was presented in October, 1958, the

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¹ Perrel, G.O., The New Executive in the Smaller YMCA, Association Press, New York, 1959, see section on Span of Control, p. 36.
number of standing committees has been curtailed to avoid a
trend of Board members serving on several committees. This
situation was evident immediately following the Chart. As a
follow up of planned development, the Fraserview-Killarney
YMCA is now, in 1960, studying programme effectiveness through
the Programme Survey previously mentioned. The Five Year Plan
instigated by the Metropolitan Board in 1959, has also assisted
Fraserview-Killarney Directors to examine the future needs of
the Branch.

Staff Continuity

Over the course of six years, 1954 to 1960, there have
been four YMCA employed officers, or secretaries, involved in
the Fraserview-Killarney YMCA. In the initial stages an
experienced Secretary in community YMCA work was instrumental
in giving effective leadership through the supervision of a
student field worker. The latter, while undergoing training,
became convinced of the value of non-facility YMCA work and
followed the field placement by accepting a position with the
YMCA. The duties of the new position primarily focused upon
the Fraserview area. After two years of direct programme super-
vision in Fraserview, this Secretary was appointed Executive-
Secretary of the Fairmount YMCA. Two secretaries followed in
the capacity of Fraserview YMCA Extension-Secretary and respon-
sible to the Fairmount YMCA Executive-Secretary. In March, 1960,
this arrangement was precluded with the separation of the
Fraserview-Killarney YMCA from the Fairmount YMCA, and the appointment of the Fraserview Extension-Secretary as the new Branch Executive.

Continuity of staff leadership to this YMCA development was provided through the involvement of one YMCA employed officer from the early beginnings of 1954 to 1960. This arrangement has allowed for some degree of permanency and staff consistency in working with laymen. All have applied enthusiasm and made definite specific contributions to the development. They have also encouraged greater lay participation. Some mistakes must be attributed to their inexperience e.g., both Executive-Secretary and Fraserview Extension-Secretary failed to recognize elements of over-developed committee structure in the Objective Chart for 1958. With an expanding YMCA, both in terms of programme and administration, there can be little doubt throughout this period the staff load was spread over too wide an area. Beginning secretaries in the course of 1957 and 1958 required orientation to the job and a period to become familiar with their specific areas of responsibility. Supervision of both men by the Executive-Secretary on a regular weekly basis was necessary, both for the development of the individual secretary, and for the continued effectiveness of YMCA programmes in Fraserview and Killarney. It is doubtful, also, that the Executive-Secretary was able to give sufficient staff leadership when his assignment included responsibility for two distinct undeveloped YMCA
areas, in regard to Board and Committee structure, programme, and supervisory duties. A combination of young inexperienced staff and weak administrative structure may have hindered the development of the Fraserview-Killarney YMCA at certain stages. At the same time, this observation is not made without recognizing there has been growth in quantity and quality in the Fraserview-Killarney YMCA development, which must be attributed in part to the contribution of the individual staff members.

In recent years the National Council of YMCA's in Canada has proposed more experienced YMCA secretaries, having a background in extension work, be related to new YMCA community extensions. This suggestion is made in recognition of the number of different duties involved in new YMCA's development. Community YMCA work requires a staff member to employ varying skills of administration, group work, and community organization in following out the demands of the job. More experienced personnel are also likely to be well oriented to traditional YMCA programmes as well as possessing skill in locating the need for new and different programmes. Recommendations or studies at the National Council are pertinent for local Associations, and although recent national bulletins have hinted at assigning more experienced secretaries to newer job assignments in communities, many local Associations have not taken concrete steps. In this connection, a revision of present job classification, or setting up a new job category in the National Council Personnel Policy, would be necessary to assist local Associa-
tions to take action. At the present time, job ratings in regard to salaries are heavily weighted in regard to such factors as: the size of budget, number of staff supervised, size of physical plant, etc., which generally favour secretaries placed in "building-centered" operations. It is unlikely experienced personnel will be attracted into community YMCA extension positions until incentives, including improved salary conditions, are adopted by local Associations. Perhaps this observation is a further implication of "institutionalization" and apparent low level of awareness of YMCA policy makers toward decentralized 'Y' work.

There is one other problem related to the assignment of secretaries to outpost or suburban YMCA's. A main source of YMCA professional workers are students enrolled in the YMCA Fellowship-Secretaries Training Programme. Under this plan, University undergraduate students are assigned to YMCA Branches, or Departments, for training or experience in YMCA work. As a large "Metropolitan" type YMCA, the Vancouver 'Y' has conducted a fellowship training programme for a long period of time. However, until 1959, the budget for fellowship secretaries was included in the budgets of respective Branches. Here again, the large Central YMCA, through its various departments, was able to include funds for fellowship secretaries whereas, the newer outlying community Branches were generally unable to include fellowship training in their budgets. Consequently, the majority of Fellowship-Secretaries have been located in
'building-centered' operations over the past ten years. As a result, very few Fellowship-Secretaries have had an opportunity of working with staff members who have conviction about the importance of decentralized YMCA work. In recent practice, the two Secretaries involved in the initial development of the Fraserview-Killarney and Renfrew YMCA's received their professional education and training in the School of Social Work at the University of British Columbia. However, in 1959, the Metropolitan administration undertook the responsibility of all funds allotted for fellowship training. Under this arrangement it will now be possible to broaden the training of potential secretaries in the different phases of YMCA work. Experience in 'building-centered' and 'community-centered' work will assist fellowship secretaries to see the total implications of YMCA work as well as to encourage greater staff unity of purpose through a varied background.

In Summary

In a new field of work the future for the Fraserview-Killarney YMCA remains bright. The willingness of the YMCA to proceed in accordance with the desires of the local residents, to offer membership services to women and girls, as well as men and boys, to become in effect, a "family type YMCA" is also significant in the 'Y's growth in the Fraserview and Killarney areas. As a family service, however, the Branch will be required to prove this idea and demonstrate its ability to serve the needs of the total family. The methods of
development which have been utilized in the expansion of the Branch centre represented by the Fraserview-Killarney YMCA, clearly indicate the value of training, administrative analysis, and an educational role in programme activity in the initial stages. Committee structure did not come to the fore until later, and is now undergoing strengthening.

The pattern of development of other Vancouver community Branch YMCA's undoubtedly calls for comparative analysis. In a study comparable to this one, by Mr. A.G. Cue, the initial committee structure indicates the variation of approach in Vancouver YMCA community branches.¹ The growth of the Renfrew Branch YMCA, serving the north-eastern sections of Vancouver, would provide another interesting comparison. As a first approximation, it would seem that the Renfrew YMCA was able to emphasize board and committee structure at the outset, with the development of programme groups following. Starting one year later, the Renfrew YMCA became an official Branch of the Vancouver YMCA one year earlier than the Fraserview-Killarney YMCA. Two concrete advantages suggest themselves; first, the location of office headquarters in the area; second, the assignment of a YMCA secretary after two years previous experience in 'Y' work, who has remained with the Renfrew Branch over the four year period of its history. However, more complete study would be required before a conclusive

judgment could be made in the comparison of the two Branches. The major purpose of the present study, which is to document in the light of "community development" principles the story of one particular branch, certainly reinforces recognition of the differential approach. Not only are the methods of expansion suited to each community, different, where there are different social conditions and needs, but the influences at work on the 'Y' branch are unique to each community.
Chapter V

The Role of the Y.M.C.A. in the Local Residential Community

The Changing Residential Community

The post war residential community, an example of a rapidly changing social environment, is a new area in large cities generally lacking the stability of tradition and folklore which bring about community identity. Young families living in these new communities, share common problems and interests. A neighbourhood or psychological identity develops through the similar interest of child rearing, control of finances, job security, etc. Services to these new areas, in view of inadequate planning, seldom are sufficient to meet the needs of the residents. Recreational outlets, in the form of play space or supervised programmes, are among the latter services made available to the population. Fraserview and Killarney serve to illustrate a community of intensive social needs arising after there has been an absence of planning.

Today, the North American population has more time for leisure than ever before. In some instances, social problems have arisen because certain groups or individuals have failed to make adequate use of their leisure. National concern for health and physical fitness related to the amount of emphasis placed upon physical fitness, acknowledge there is a diminishe-
ing participation in active forms of recreation for a large percentage of our population. This is only one problem emerging from the high standard of living Canadians enjoy. Another pattern of community interaction, the existence of specialization in every phase of modern life, has sometimes undermined our democratic institutions. One source has made the following observation in regard to participation in voluntary associations:

"We generally no longer govern our voluntary associations: we simply join them, pay our dues, and let experts run them. As a result we have less and less opportunity for acquiring experiences that are essential for effective participation in democratic government."\(^1\)

While more leisure has been available, it is doubtful that an opportunity to learn the value of democratic group experience has also increased. The methods employed by organizations in the recreational field not only have an important influence on the participation in community affairs, but also on the opportunity for democratic experience as a way of life.

**The Y.M.C.A. in the Residential Community**

The YMCA has by tradition followed the prevalent social attitude toward the provision of recreation. During the erection of large cities, when the city centre was the 'hub' of

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the urban area, the YMCA established centralized branches with comprehensive facilities. These buildings were popular and well attended. Today, since the end of the Second World War, large cities have undergone rapid change and a trend toward a decentralized regional development. New residential communities have been planned, constructed, and inhabited in a short period of time. The YMCA, as all other private institutions, has been required to examine and reappraise its role in meeting this change.

Another important influence upon the YMCA is the increasing number of organizations offering recreational activities. Public recreation will continue to increase its impact upon the Vancouver community. Special youth organizations now exist to provide activities of a specialized nature. The YMCA's former monopoly on the recreational field is now converted to that of a shared participant in meeting the needs of the community. Limited financial resources, and a changing pattern of recreation, requires a continuing YMCA self-appraisal and a re-examination of objectives.

The Fraserview-Killarney YMCA is an illustration of one method the Association has devised to change with the changing community. Many of the traditional strengths of the YMCA, however, have been retained in the newer methods of work. Programme extending from a limited-facility is decentralized throughout a community, or communities, (see Figure 5), wherever leadership and space is made available.
Fig 5 Geographic Boundaries of the Fraserview-Killarney YMCA Showing the Relationship of Administration and Program to the Community Service Building.
The responsibility and control for these activities, however, remain in the hands of YMCA members. Because there is a limited building, the existence of activities are dependent upon membership supervision, resourcefulness, and cooperation with community groups. A close working relationship of a community 'Y' like the Fraserview-Killarney YMCA to other groups in the community is essential for effective service. Programme activities meeting in private homes, schools, and churches, come under the surveillance of many people. This helps to raise leadership standards and also give people a personal knowledge about the local 'Y'.

In connection with community relations, it is significant that development of a decentralized Y.M.C.A. in the Fraserview and Killarney area has not hindered the future growth of public recreation or private leisure time services. The Fraserview-Killarney YMCA is, in effect, institutional change brought about by the decisions of local lay men and women, with the guidance of professional staff to meet recognized leisure time needs of the area. The role of the professional staff member, in this regard, is to help laymen to provide services to unrecognized needs. In this way, Board and committee members also become adept in detecting new needs.

General Findings of the Study

1. The Norrie Report, a survey on the group work and recreation services in 1945, noted the social areas of Vancouver were too large to isolate and analyze social data. Social
areas revised to conform with smaller units of census tracts were visualized as a means of dealing with neighbourhoods and local planning. The report suggested Vancouver would greatly aid local development if forty-two to forty-six social areas were created.

The story of the Fairmount YMCA is a further reflection of this need. As private organizations like the YMCA have limited research resources, they are frequently unable to foresee operational problems based upon changes taking place in the community. It is evident that a more clearly defined neighbourhood would have assisted the YMCA to locate the Fairmount Branch YMCA on a more permanent basis. The Fraserview and Killarney areas of the City of Vancouver will also require revision to assist local community planning.

2. There is a need for the creation of a local coordinating council, or councils, in the Fraserview and Killarney communities. Communication between organizations serving the area is infrequent and generally of a superficial nature. Cooperation and understanding of the different agencies will not result until they are brought together at the local level. The "Survey" in 1945, also pointed out the need for coordinating councils, suggesting the Community Chest and Councils should give leadership to this end. In the writer's experience, the centralized avenue of social planning and coordination through the Recreation and Group Work Division
of the Community Chest and Councils does not activate local planning. It is quite possible the Recreation and Group Work Division, by facilitating local development, would greatly aid the acceptance of the Community Chest by members of the residential community. Opportunity for making decisions and taking action will stimulate greater community interest. In view of the significant advance in public recreation services it is essential that Park Board personnel be involved in local community coordinating Councils. For the YMCA and other private agencies, the local council would help to clarify their role in the community as well as stimulating the participation of the local citizen.

3. There is evidence that a more liberal use of school buildings in Fraserview and Killarney would greatly aid the recreational needs of the community. School buildings, except for the gymnasium-auditorium, are vacant during the evenings, and it is evident that the rental of gymnasiums requires careful analysis. Based on this study, it is doubtful that the School Board Rentals Department is an effective method of regulating the use of school facilities for the maximum benefit of the community. Local citizens should have an opportunity to assist in governing the community use of these facilities. As it is now organized, it is evident, in the writer's experience, the residents believe they are powerless to effect a change. The result of school rental policy, at the present time,
although cooperatively administered, discourages greater community interest in the school centre.

4. School Board and Park Board communication in the future planning of public recreation facilities in Fraserview and Killarney is most necessary for an economical approach to public recreation programmes. At the present time, the South Vancouver Community Association is taking part in the East Side Community Centre Coordinating Council as a means of extending public facilities in the south-eastern, and other eastern sections, of Vancouver. In the review of public facilities in the area surveyed in this study, the practical method of furthering public recreation is to use school buildings as public centres. Both David Thompson and Killarney schools could be major public centres with the elementary schools serving as more localized buildings. The construction of swimming pools adjacent to the high schools offers the best opportunity for a well rounded public recreation programme. As the "Norrie Report" noted in 1945, alternatives, including the erection of separate facilities, is more expensive financially and a potential duplication of facilities. Vancouver's public recreation services, since 1945, have proven to be expensive. In some cases, community centres are a duplication of school buildings that are too little used for recreation purposes.
5. Private agencies also have an important role to play in the community use of public facilities. The type of programme of a private organization should not be in competition with recognized public agency responsibility. Support to public recreation development in the local community is also necessary in raising the importance of recreation in the minds of the residents. In this way, it is likely the private organization, like the limited facility YMCA, would receive further consideration in sponsoring activities in public facilities, including schools, community centres, and public swimming pools. Increased opportunity of local management will encourage greater participation in all areas of community recreation.

Implication of the Study for the Y.M.C.A.

1. The study of the Fraserview-Killarney YMCA, indicates the decentralization of the Association's programme from a limited facility is an effective method of accomplishing Association objectives. A major advantage of the limited-facility YMCA, illustrated in the growth of the Fraserview-Killarney 'Y', is the flexibility of administration in adapting to the community. The avoidance of depending upon the YMCA building enables the limited-facility YMCA to meet new needs arising in an ever changing environment. The decentralized YMCA's adaptability to the local community is also consistent with the function of a private organization in the health and welfare field.
2. The development of Fraserview-Killarney YMCA through small, purpose club activities, illustrates the YMCA is able to start intensive group work or qualitative programme early in a new YMCA.¹ The neighbourhood club (N-Y) groups were valuable in focusing parent interest on specific activities in the neighbourhood. From an organizational point of view, the N-Y programme proved to be a starting point of adult interest that extended to the broad level of Board and committee work later. In this regard, the YMCA Secretary should provide effective leadership in outlining the programme and relating it to the total environment of the community.

3. The 'Metropolitan' YMCA should study the implications of outpost development from established YMCA branches. This study shows there have been certain deficiencies within the present means of expanding YMCA services. The Fraserview-Killarney YMCA grew as an extension of the Fairmount YMCA. After six years, in which the resources of the Fairmount YMCA were gradually increased to meet the demands of the Fraserview-Killarney area, the remaining Fairmount YMCA area, in 1960, requires a basic redevelopment. The Fairmount constituency, primarily in the South Cambie and Oakridge districts, has

¹ Cue, A.G., Decentralized Programme Development in a Community Branch YMCA, Master of Social Work Thesis, the University of British Columbia, 1960, Chapter III, section B, "Purpose Programmes". There is a detailed discussion of YMCA small group programme.
received emphasis of board and staff since the separation of
the Branch areas late in 1959. Planned development, similar
to the methods utilized in the Fraserview-Killarney area, is
now being implemented in this area. In comparison, it is
interesting to observe the one other Vancouver Branch YMCA,
Vancouver East, also responsible for an outpost development,
the Renfrew Branch, is also in need of revision. The Van­
couver YMCA's current plan is a gradual amalgamation of the
Renfrew and Vancouver East Branches.

The Metropolitan YMCA of Vancouver should, therefore,
study the alternatives to extension of the 'Y' in the Greater
Vancouver area. The limited number of staff members employed
in Vancouver Branches, as illustrated by the Fairmount Branch
in this study, questions the feasibility of the present policy.
Local Branch responsibility for the growth of the Association
has proven to be flexible and related to the specific needs at
the local area. However, there are other methods of extension
that would retain local initiative. One alternative approach
through the Extension Committee of the Metropolitan Board of
Governors, would enable experienced and well informed YMCA
laymen to give supervision to local development. Consultative
services and the evaluation of new projects through the Metro­
politan administration is a logical alternative to the present
arrangement. At the National Council meeting of the YMCA's of
Canada, at Hamilton in 1960, the National Council Extension
Committee suggested Metropolitan YMCA's should take a major
responsibility for YMCA expansion in neighbouring communities. Based upon this study, it is apparent the Vancouver YMCA's policy of emphasis upon decentralized service is in keeping with the shift of the population to the outer part of the city. However, this study also shows the Vancouver YMCA's methods of extension require study and possible change. Local Branches will not be able to investigate the newer areas of the lower mainland, or even the unserved areas of Vancouver. If the Vancouver 'Y' is interested in developing YMCA's in surrounding communities of North Vancouver, Richmond, Surrey and Coquitlam, priority will be given to extension before the leisure time habits of outlying communities become well established. Consideration of financial resources, efficiency of present operations, and qualitative programmes, all real questions that must be answered in extension, can be effectively ascertained and their solutions found, if the Association adopts a long range dedication to the principle of continued decentralization.

4. The YMCA has employed professional social workers in the development of most of its community branches in Vancouver. Both the more recent YMCA Branches in Vancouver, Fraserview-Killarney and Renfrew, were staffed in the development phase by secretaries trained in the School of Social Work at the University of British Columbia. The generic approach to the field of social welfare by the School, prepares individuals to practice in a broad field with training in admin-
istration, supervision, community organization, and group work. On the other hand, the influx of social workers into the Vancouver YMCA may be a factor in the small number of traditional purpose club activities in some programmes, such as: Hi 'Y', Phalanx, and 'Y's' Men in the Vancouver Association. The Vancouver YMCA should, therefore, set up an orientation programme, in service training on traditional and specific YMCA programmes, for beginning staff members. As the only University in the Province of British Columbia, the Vancouver YMCA should look toward the University of British Columbia faculties of social work, physical education, newly set up recreation course, and related departments, as a main source of professional workers, but recognize the University of British Columbia will not graduate individuals fully conversant with specific YMCA methods or types of programme.

The Future Development of the Fraserview-Killarney Y.M.C.A.

1. The decentralization of administration into local neighbourhoods through area councils should be investigated by the Fraserview-Killarney Board of Directors. At the present time, Branch boundaries include several local neighbourhoods which provide a nucleus or identity point for regional development. These area councils could be related to the present Branch Board of Directors.

2. The family membership is an excellent basis of growth
in a residential area. Services of the Branch to the family should be strengthened by:

(a) hiring a girls' work secretary to provide a balance to boys' services,

(b) establishing closer liaison with casework agencies to seek out counselling services,

(c) sponsoring a family type activity of camping, gym, etc., to facilitate an interest in family activities.

3. In a large youth population area there is need for an adequate leadership base. Lay responsibility for leadership training is important in promoting and explaining the intrinsic values of a sound leadership experience. A board member, or experienced leader, should assume a shared responsibility with the Secretary for the Branch leadership programme.

4. The neighbourhood club (N-Y) activities should be continued and other purpose groups, or clubs in the advanced ages, including Hi 'Y', Phalanx and Y's Men, be added as the Branch becomes consolidated, through the addition of staff and membership support. Interest and mass activity programmes should be regarded as a means of expanding the purpose group activities by dividing summer fun clubs and gymnasium groups into smaller units.

5. The growing teen-age population in Fraserview and Killarney will present a challenge in the future. The Fraser-
view-Killarney YMCA in meeting this challenge should begin to prepare ways and means of giving teen-age programme greater priority. A leadership workshop for volunteers working with teen-age groups is an effective starting point.

6. Leadership clinics and training workshops, to increase the ratio of members to group leaders, as well as the leadership skills and understanding of leaders, is an excellent method of raising the standards of 'Y' programmes. Board members should endeavour to see the job load of secretaries is not restrictive upon the time available for leadership training. As a community-service organization, the Fraserview-Killarney YMCA should be prepared to sponsor, or make available, certain leadership programmes for other neighbourhood organizations.

7. The YMCA membership committee in 'personalizing' the YMCA service should set up an interview team to inform new members and parents about the YMCA, the additional activities available, and the fee structure of the Branch. In turn, YMCA committee members would be assisted to know more about the interests and needs of the community. It is a consistent step with the accepted pattern in the Fraserview-Killarney 'Y', of providing activities through the participation of residents of the community.

8. A Board Training Institute in a new area is necessary
the Board members knowledge about the YMCA. In this connection, the 'Metropolitan' Board should be considered a resource for the education of Fraserview-Killarney Board members.

9. Finally, the Fraserview-Killarney YMCA should retain flexibility to meet new needs as they arise. Traditionally the YMCA has pioneered new activities, some of which were later taken over by other organizations. Participation in community councils, and other means of cooperative endeavor, should be regarded as an essential part of the Fraserview-Killarney YMCA service.

Conclusion

In 1951, in the conclusion of his book, The YMCA in Canada, Murray Ross wrote:

"... One of the strengths of the YMCA, has been its aggressive nature.... The YMCA has lost many of the traditional outlets for this aggressive spirit. Community Chests run a financial campaign and subsidize YMCA services; the YMCA is now located in all major cities and apparently few others can be occupied; growing recreational and welfare agencies limit the expansion of some Association services; and the possibilities of new lines of work in universities, schools, or even the armed services appear quite limited. It is clear, therefore, that if the Association is to retain its aggressive character, it must discover new and challenging tasks".

The challenge for the YMCA in the future growth of the

Association will be to achieve an identity differing from the past. Since the notation above, the YMCA has developed a pattern of decentralized work, largely from within the ranks of the movement, that is consistent with the needs brought about by a changing social structure and the traditional aggressive outlook of the YMCA. Community conditions reflect the adaption of new YMCA innovations, including family YMCA's. It now remains for the Association to accelerate this change in order to increase public awareness of the evolution taking place within the YMCA. Failure to do so, will limit the role of this institution in the future.
APPENDIX A

Survey Questionnaire (December 1954)
## APPENDIX A.

**RECREATION ACTIVITIES AND INTERESTS, SIR JAMES DOUGLAS SCHOOL — GRADE V, VI BOYS.**

<table>
<thead>
<tr>
<th>NAME</th>
<th>AGE</th>
<th>GRADE</th>
</tr>
</thead>
</table>

**ADDRESS**

---

1. **ARE YOU A MEMBER OF ANY CLUBS?** YES ... NO ...

   **IF YES, PLEASE CHECK (V) BELOW:**

   **Name of Club, Activity etc.**
   **Meeting Place**

   - **Cubs**
   - **Scouts**
   - **Churches (Please give name)**
   - **Little League Baseball**
   - **Little League Soccer**
   - **Y.M.C.A.**
   - **Junior Forest Wardens**

2. **WOULD YOU BE INTERESTED IN TAKING PART IN HOBBY PROGRAMS SPONSORED BY THE Y.M.C.A.?** YES... NO...

   **IF YES? NUMBER FIVE HOBBIES YOU LIKE BEST IN THE ORDER OF YOUR FAVOURITE:**

   **Collections** | **Carving & Modelling** | **Art** | **Music & Drama**
   ------------ |--------------------- |--------|------------------
   Stamp ...... | Airplanes ..... | Finger | Singing ....
   Matchbox... | Clay ........ | Painting | Dancing ....
   Insect..... | PlasterParis.. | Drawing | Plays ......
   Shell ...... | Woodwork....... | Mapping | Playing an
   Others ..... | Soap Carving... | Puppets | Instrument ...
   .................. | Others .......... | Paper Mache | Others ....
   .................. | .................. | Other | ..................
3. **WOULD YOU BE INTERESTED IN TAKING PART IN SPORTS PROGRAMS SPONSORED BY THE Y.M.C.A.?**

   **YES** ........... **NO** ............

**TEAM SPORTS**

<table>
<thead>
<tr>
<th>Soccer</th>
<th>Hockey</th>
<th>Swimming</th>
<th>Boxing</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rugby</td>
<td>Lacrosse</td>
<td>Skiing</td>
<td>Wrestling</td>
<td></td>
</tr>
<tr>
<td>Football</td>
<td>Others</td>
<td>Fishing</td>
<td>Bowling</td>
<td></td>
</tr>
<tr>
<td>Baseball</td>
<td>Biking</td>
<td>Iceskating</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Softball</td>
<td>Hiking</td>
<td>Rollerskating</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Basketball</td>
<td>Ping Pong</td>
<td>Exploring</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Handball</td>
<td>Badminton</td>
<td>Golf</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Volleyball</td>
<td>Track</td>
<td>Horseback Riding</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**INDIVIDUAL SPORTS**

| Baseball | Biking | Iceskating |
| Softball | Hiking | Rollerskating |
| Basketball | Ping Pong | Exploring |
| Handball | Badminton | Golf |
| Volleyball | Track | Horseback Riding |

4. **WHAT TIMES BELOW WOULD YOU BE ABLE TO ATTEND? MARK BY CHECK(✓)**

   **WEEKDAYS**

<table>
<thead>
<tr>
<th>Afternoon (3 - 5 P.M.)</th>
<th>Evening (6 - 8 P.M)</th>
</tr>
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<tbody>
<tr>
<td>Monday</td>
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<tr>
<td>Thursday</td>
<td></td>
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<tr>
<td>Friday</td>
<td></td>
</tr>
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   **WEEKEND**

<table>
<thead>
<tr>
<th>Morning (9 - 12)</th>
<th>Afternoon (1 - 3)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Saturday</td>
<td></td>
</tr>
</tbody>
</table>

5. **DO YOU HAVE A FAMILY MEMBERSHIP IN THE FRASERVIEW COMMUNITY ASSOCIATION?**

   **YES** ............... **NO** .............
SOME RESULTS OF THE QUESTIONNAIRE GIVEN TO GRADE VI STUDENTS
BOYS AND GIRLS, AT SIR JAMES DOUGLAS SCHOOL DEC 2, 1954

General Information:
The questionnaire was circulated for two main purposes,
a) to determine the extent of recreational activity for pre-adolescent children in the Fraserview district and,
b) to find out where the boys and girls were going for recreational activity.
The results of this questionnaire might also be useful in planning or setting up a craft program or an inter-house type of sports league.

The questionnaire revealed that approximately 50% of the boys and girls were not participating in organized group programs. The questionnaire was filled out by 94 boys and girls (49 girls and 55 boys).

Girls Club Activities
Slightly more than 50% of the girls said they were not members of any clubs. Girl Guides and various church groups were the two main organizations offering recreational programs to the girls.

Hobby Interests
The majority of girls stated they would be interested in a hobby type of program. Drama, Dancing, Singing, Drawing, Puppetry, Clay Modelling, and Soap Carving.

Sports Interests
Nearly every girl indicated an interest in some type of athletic activity. Horseback riding, swimming, ice skating, volleyball, skiing, bowling, and roller skating were listed as the most popular sports.

Boys Club Activity
Approximately one-third of the boys did not belong to any sponsored group activity. Other boys were participants in only seasonal activities such as baseball or soccer. Cubs and Scouts, Church clubs and Leagues for baseball and soccer were the main recreational groups.

Hobby Interests
Approximately 80% of the boys listed an interest in hobby activity. Model Building, Woodwork, Stamp collecting, Clay Modelling, Drawing, Playing a musical instrument and puppetry being the most popular.

Sports Interests
Horseback riding, swimming, skiing, fishing, hockey, soccer, rugby, and baseball were listed most frequently as main athletic interest. Every boy listed a liking for one activity in this category.
APPENDIX B

Brief on Area Development, Fairmount YMCA (May 1956)
APPENDIX B.

Regarding the Development of the Fairmount Branch Y.M.C.A.

Introduction

Over the past two years the Fairmount Branch, YMCA has continued to function as a non-facility or decentralized YMCA. During this period, service has been maintained in the original Fairmount Y.M.C.A. areas, notably Main and Cambie Street. At the same time extension services have been developed in Fraserview, South Main, South Cambie, 25th and Oak and Shaughnessy through St. John's Anglican Church. While recognizing these trends, it is also important to note many communities within the geographic boundaries of the Fairmount Y.M.C.A. (Boundary Road-East, Granville Street-West, False Creek and Kingsway-North and the Fraser River-South) remain uninvestigated as to their interest in Y.M.C.A. programs.

The purpose of this paper is to set down present trends and structure of the Fairmount Y.M.C.A. With extension an enlarged membership, from 125 total members in 1954 to 250 paid members and approximately 150 unpaid members in 1955, has presented certain difficulties that pertain to both program and administrative organization. As one example the spreading out of program groups has not fostered the development of a centralized boys' work committee as is standard practice in a building-centered Y.M.C.A. It would appear that the greatest need of the Fairmount Branch at the present time is laying out a plan for consolidating present groups and providing a plan for future extension.

Proposed Plan of Organization

The following groups to be active in planning program and influencing policy of the Fairmount Y.M.C.A.

1. Area Councils or Planning Committees.
2. Parent Sponsoring Committee
3. Gym Centered Committees.
4. Hobby and Craft Special Committees.
5. Adult and Teen-Age Leadership Corps.

The Area Council

The Area Council within the Y.M.C.A. is not new and has been successfully implemented in other Canadian and American cities. In Canada, Montreal has carried out an experiment where the Area Council plan increased the volume of groups and also the number of sponsoring adult and leadership committees. The Area Council is a method of dividing Y.M.C.A. services on a regional basis usually comprising natural communities. Fairmount Y.M.C.A. services in the Fraserview community has contained elements of the Area Council idea.

The Area Council is composed of citizens residing in the community who are keenly interested in the work of the YMCA. It is also represented by members of the parent sponsoring committees, special club groups, special program committees, and leadership groups that may exist in the community. It is a means of planning and coordinating the overall YMCA activity in a given community along with the representation of professional staff. These committees vary as to their frequency of regular meetings - some may meet four times a year, others through
the volume of service may congregate once a month. The importance of the Area Council is that it helps to co-ordinate program in a given community while at the same time encouraging citizens to come forth and be a part of the Y.M.C.A. movement. In some instances Area Councils have taken responsibility in the financial campaigns of the Branch.

Under the Area Council are the following groups:

**Parent Sponsoring Committees**

The Parent Sponsoring Committee is an idea that is not new to this Branch for it has been widely practiced with our present groups; however, this report would suggest that in areas where the natural family is intact, N-Y Clubs not be initiated unless a parent sponsoring committee is organized prior to the formation of the group. The parent sponsoring committees are the contact that a Y.M.C.A. may encourage further participation on planning and policy making.

**Gym Centered Committees**

At the present, the Fairmount Y.M.C.A. has had three programs existing in the school facilities. It is further proposed that an organizational step be taken to develop gym centered committees comprising parents whose youngsters are members of the program. This, as with the parent sponsoring committee, is a means of gaining further assistance in planning program and involving more people in our branch service.

**Leadership Training and Ongoing Group Supervision**

Recognizing the need for leadership in recreation, an emphasis of our further development should be in the area of training leadership. At times this may necessitate a community service to potential leaders of other organizations as well as those of the Y.M.C.A. It is also proposed that under unit Councils every effort is taken to develop adult and teenage leadership corps. Leadership groups could meet regularly with the Secretary as a means of supervision and also as a means of ongoing training. In summary, leadership may be seen as the key to our overall structural pattern.

**Facilities**

As has been done in practice, the facilities used by the Fairmount Y.M.C.A. would continue to be schools, homes, churches and other small spaces available in the community. In this type of operation it will be seen that our central building location would be largely for social recreation, leadership training, board and committee meetings and other special programs. This is in consideration of the unit council idea as contrasted with a large building comprising a gymnasium and swimming pool. It would appear in this area that in view of the development of public recreation in Vancouver and the recommendations that have been made regarding the role of private agencies, this type of facility would be in keeping with the present trends of recreation today.
Relation to Board of Directors

The overall value of setting up a branch plan such as that described above would be seen through the attraction of new persons on the level of parent sponsoring committee to unit councils to Board of Directors. Gradually it would be expected that persons would be able to serve with the Board of Directors in the area of standing committees such as sustaining membership, World Service, Executive and Finance, and possibly general program.

Summary

At the present time there are several communities receiving Y.M.C.A. service where this plan could be effected. These include on the western side Oak Street and the central location of Cambie on the site of the Fairmount office, to the east the Main Street area, the South Main Street area around 63rd Avenue and Fraserview and surrounding communities. It would seem these communities, or areas, would be a starting point of further developing unit councils. Other communities in the near or distant future that might be investigated for unit council Y.M.C.A.'s are Fraser Street, Collingwood-Killarney, South Cambie-41st Avenue and re-organizing in the False Creek area.

This report respectfully submitted.

Fairmount Y.M.C.A. Staff,

May, 1956.
APPENDIX C

Brief on Board and Committee Development,
Fairmount YMCA, (January 1957).
APPENDIX C.

SUGGESTED PLAN OF DEVELOPMENT IN THE FAIRMOUNT BRANCH, Y.M.C.A.
1957.

Material contained in this paper is a follow-up of the brief "Development of the Fairmount Branch, Y.M.C.A," presented to the Board of Directors in the Spring of 1956. This paper will deal primarily with the planning and trends in regard to the Fairmount Board of Directors, its organization and development for 1957.

There are certain assumptions on which this report is based. These may be outlined as follows:

(a) Trends in program services during the past two years have established the need for the kind of program groups and community service as carried on by this community branch Y.M.C.A.

(b) The growth of this program, both in terms of quality and volume, now requires greater administrative support and the involving of more parents of members and other laymen in our vast geographic community who are interested in the work of the Y.M.C.A.

(c) The development of 'Y' program in uninvestigated areas will be most successful when there is a joint effort and involving of laymen through Board representation and the professional staff.

(d) This community branch Y.M.C.A. must take into account the community trends in regard to leisure time services, i.e., the role of schools, churches, community centers and other private organizations. However, cooperation with these groups should not mean a watering down of the Y.M.C.A. approach to the community or diminishing of a vigorous and aggressive outlook.

(e) In consideration of the general development of the Branch, it is suggested that priorities be set up in regard to areas of work contained within the responsibilities of the Board of Directors. It is further suggested that the emphasis of the Fairmount Branch during the year 1957 will be toward building a greater identification with this community branch through administrative channels and that efforts will be made to at least maintain the volume and quality of program as well as the extent of leadership at its present status.

Outline of Potential Board Areas of Service (Not necessarily listed by priority.)

As is general practice, the positions of President, Vice-President and Treasurer would be continued and there is no further need for an explanation of these.
Metro
[0x0]politan Re
[186x690]p
[195x690]resentati
[0x0]on - The community branches such as Fairmount are presently allowed two representatives to the Metropolitan Board of Governors. This includes representation at monthly luncheon meetings as well as on the Executive and Finance Committee, and Personnel Committee. As a division of duties will be largely up to the Board members elected to these positions, perhaps organization here will depend upon the situation each year.

Fraserview Extension Committee - The initial development of the Y.M.C.A. program in Fraserview was fostered by the involvement of laymen on a Planning Committee. Since that time efforts have been undertaken to maintain this committee with only fair success. As related to point (c) in the previous section, this illustrates the need for a joint Board-Professional involvement at least until identification of Y.M.C.A. services in an area has been well developed by parents and other interested people in the community. As Fraserview is our largest area of service in terms of program volume, this committee should be high on the priority list. The duties of a Board member would include chairing four meetings of our Planning Committee during the year, maintaining some contact with the Secretary or other personnel regarding program, and other matters pertaining to the community, and reporting to the Board of Directors each month on this area of service.

Leadership Training - The need for a person related to leadership is perhaps best illustrated by the general lack of an adequate leadership recruitment, selection and training at this community branch. Following are some of the duties that a person related to leadership might assume:

(a) Seeking out leaders. Our community needs leaders.
(b) Assisting in the training of leaders recruited.
(c) Recognition of leaders who have achieved the set standard.

Again, this area of responsibility provides an opportunity of joint involvement in which a layman who has had a good volunteer experience could do much in selling the worthiness of this facet of community service. In this, we will expand upon the Board members.

Membership - The basic purpose of the membership section would be to formulate a membership policy covering all ages and sexes, also sustaining, family, etc. It is important to point out here that our membership has fluctuated and covers a wide range both in terms of age, and in terms of the service to women and girls. Other duties involved would include making known the program and facilities of the community Y.M.C.A. A membership form for office purposes, and the relationship to the general Y.M.C.A. Metropolitan Vancouver services and the Y.M.C.A. movement totally.

Camp Committee (Howdy) - This Branch is granted a representative to the Camp Howdy Committee. The duties involved here are not great - perhaps two or three meetings concerning Camp matters and representing particular Camp interests of the Fairmount Branch Y.M.C.A. An example is the use of the questionnaire as circulated at the end of the 1956 Camp session at Howdy.
Metropolitan Program Committee Representation - With the recent establishment of a Metropolitan Program Committee, this Branch will be called upon to give its views in relation to the total Vancouver Y.M.C.A. program policy. As this is an ongoing committee, one person representing the Branch at these meetings would provide continuity. An example of the work here includes assessment and evaluation of published material at the National or Local level and its relation to the Fairmount Y.M.C.A. program service.

Public Relations - The purpose of the Public Relations Committee will be to plan, correlate and evaluate a public relations program for the Branch. Methods of operation might include a review of the present public relations, seeking out methods of interpreting the work, ensuring the full use of opportunities available in newspapers and periodicals, exploring special services for publication and seeing that a proper Y.M.C.A. identification in the community is established.

World Service - The importance of World Service today need not be pointed out. Perhaps our consideration in the area of World Service would be the opportunities of developing a World Service program throughout our general membership, helping develop membership awareness of the world community. Duties involved in the World Service would be seeking out program tools for developing World Service and perhaps being representative on the World Service Committee of the Metropolitan plan.

Building Committee - The purpose of the Building Committee would be to plan and initiate action to secure buildings and facilities, both owned and rented by the Branch. Perhaps this is a most important area in view of our campaign plans for 1957, that we adequately seek out and ascertain a sound location for the Y.M.C.A. headquarters for the next decade.

Program Committee - There will be the need for various Program Committees or a General Program Committee at some time in the future. These program sections might include a committee on boys' work, girls' and women's work, physical education, young adult, and a committee on specialized youth services, e.g. services to custom car clubs or other groups not coming within the usual Y.M.C.A. program. As an illustration of what one Program Committee's job might be, let us list the Boys' Work Committee. The purpose of the Boys' Work Committee has been described:- To ascertain the needs of the boys in the community up to, and including high school age, and to formulate policy and activate programs to meet these needs within available resources. Some of the methods of operation would concern location of groups of boys, the adoption of Y.M.C.A. program to boy needs, and a close relationship with other committees and personnel related to boys' work, i.e. leadership committee and studying material published at the National or Local level on Boys' Work standards.

It may be seen that the Boys' Work and other specialized program areas would be represented on a program coordinating committee.

Summary - The above material may appear as a monumental task in view of the size of our present Board of Directors. There is certainly no effort to make this appear so, except to point out the potential areas we may some day achieve in our organizational plan. There may be opportunities of involving other persons if it is clearly pointed out where the Fairmount Y.M.C.A. needs lie, in order to gain their time and effort.
APPENDIX D

 Brief on Building Development.

 Fairmount YMCA (November 1957).
APPENDIX D.

Regarding New Facilities for the Fairmount Branch, Y.M.C.A.

I. Purpose

The purpose of this paper is to present certain ideas regarding steps that might be taken in the development of the Fairmount Branch Y.M.C.A. With the completion of the Capital Fund Drive near, careful consideration need now be given to the type of facility which will best insure future Y.M.C.A. services throughout the Fairmount Branch constituency. A review of the Branch's current operation including structure, program, membership, relation to the community, etc., will also be discussed as they are related to facility development.

II. Fairmount Y.M.C.A. Today

The Fairmount Y.M.C.A., organized in 1947, was designed to bring Y.M.C.A. programs into the residential community. As activities are conducted in varied facilities such as private homes, schools, churches, etc., the Branch is best described as a non-facility Y.M.C.A. This implies that very little of the total program is carried on and dependent upon the Y.M.C.A. building itself even though extensive program resources and equipment may be included in the operation.

Since the transfer of the headquarters to Cambie Street in 1954 the volume of activities at Fairmount have expanded to nearly three times the 1954 total. The initiation of programs in Fraserview has seen a gradual increase in Y.M.C.A. membership until there are now over three hundred members on Y.M.C.A. group roster sheets representing approximately 250 families. South Cambie program, although not as large as Fraserview, has every potential of increasing when more emphasis is placed on this area. This opinion is based on a lack of recreational service presently provided in this district. During the last two years the response to Y.M.C.A. activities by youngsters, and the interest shown by parents, in South Cambie has been keen and enthusiastic. The major reason Y.M.C.A. membership is not greater in South Cambie is due to the staff's inability to spend the time necessary for the development of community contacts essential for the growth of program services. It is important to emphasize also that Y.M.C.A. membership has grown in Fraserview despite the absence of Y.M.C.A. facilities in any form in that immediate area. A store front or small office space would have greatly assisted more identity with the Y.M.C.A. on the part of Fraserview residents.

In short, the Fairmount Y.M.C.A., established in the Mount Pleasant area originally, has developed an extension program in the Fraserview district which has outgrown the older district in Y.M.C.A. membership. As the geographic distance clearly points out that there is little relation between the two communities, current Branch planning is based on the eventual separation of Fraserview from the Fairmount Branch altogether. The establishment of the Fraserview Planning Committee and special program committees in support of activity groups is the main method now in effect to bring about this separation.
However, it is questionable that the Y.M.C.A. can afford to wait much longer in maintaining this present approach. The south east section of Vancouver is very new and although the recreational pattern is not well established, it will be increasingly difficult to penetrate this area as time passes on. In this writer's opinion, it is not a case of either placing a building in one area and not the other, but rather laying down a plan that encompasses both districts.

III. Proposed Plan of Development

There are now two main alternatives in the provision of new facilities in the Fairmount Branch: these are - (1) a central unit designed to serve the total area, and (2) two smaller units encompassing property for later expansion. The former plan is in keeping with the type of facility described in the campaign literature this spring. The second suggestion would mean the development of two community branches from private house type of units, with a view to expansion to a more elaborate facility at a later date. Variations of these plans could also be proposed, but in essence they would contain elements of either a central operation now or a plan for later separation into two units.

The second suggestion is favoured by this writer because of the following reasons:

1. The Fairmount Y.M.C.A. is not as yet firmly entrenched in the community. The present operation has a history of only three years, dating to the transfer to Cambie Street.

2. The demand for a Y.M.C.A. must be engendered within local areas such as South Cambie and Fraserview before planning that suggests a degree of permanency (a single building unit) be decided upon. It is a well known fact that shifts in community conditions may render a recreational building into a 'hollow shell' with little activity if the long range social conditions are not carefully examined. The effect of industrial development at the Vancouver East Branch is one example.

3. The location of a Y.M.C.A. should depend upon the interest of the community when residents are prepared to work for long range objectives such as a new building. Although neither Fraserview or South Cambie have reached this level of community interest, both areas are capable of becoming so partly because of the lack of services by other organizations at the present time.

4. The population in the geographic boundaries of the Fairmount Y.M.C.A. has grown considerably since the end of the War. Fraserview, Southern Slope, Collingwood-Killarney and sections of South Cambie district have all been constructed since 1945. This factor indicates it is now unrealistic for one Branch Y.M.C.A. to serve adequately.

5. From an economic point of view the purchase of property in the two areas with small housing units as Branch headquarters can probably be obtained at a lesser cost than constructing one unit. In terms of the total needs of Vancouver it might be possible for funds previously arranged for Fairmount purposes to be transferred elsewhere. The development of the Alma Y.M.C.A. over the past several years is evidence that a community can be expected to support a Y.M.C.A. operating from this type of building.
6. Two small units will require the recruitment of more secretaries at the executive and program level. This will bring about problems in regard to the operating cost which may be offset by a more self-supporting Central Y.M.C.A., a goal of the Campaign drive. However, the need for Y.M.C.A. staff to explore new areas and older communities not previously investigated is, in this writer's opinion, the number one priority of the Vancouver Y.M.C.A. in promoting 'Y' work in the suburban community.

7. Although the Y.M.C.A. is not basically in competition with other recreational organizations, it is important for the Y.M.C.A. to become involved in newer communities before recreational patterns are established. This does not mean the Y.M.C.A. will compete with the public recreation or other private groups, but rather there will be more opportunity to provide programs because of the desire for them by the local residents. The specialized types of 'Y' programs working through smaller groups on a quality basis would remain the prime function of the community Y.M.C.A. in any case.

8. The plan to re-divide the Fairmount Y.M.C.A. into two units would appear to be a more flexible and dynamic approach. There are at the present time too many unanswered questions in regard to the communities within the Fairmount section of Vancouver. The trends of other organizations including the objectives of the Parks Board and the Community Chest and Council are uncertain. A coordinated approach to Vancouver's recreational needs is not as yet in effect. Consultative services for direction to the newer communities is not highly developed by either the Parks Board or Community Chest and Council. This circumstance makes it difficult for private organizations to establish a clearly defined role in the community. The Y.M.C.A. in Vancouver has only recently taken steps to remedy a policy that has not fostered community interest in the Y.M.C.A. Perhaps this is partly because we ourselves have not understood our role in the community. The supporters of the Fairmount Y.M.C.A., moreover, have possibly encountered this difficulty more than other areas in view of the weak foundation throughout the brief ten year history of Fairmount.

IV. Summary

This paper is written with an eye to the future which this writer believes can be a bright one for Fairmount 'Y'. The basic argument contained herein is the belief that the development of two small housing units for Branch headquarters is a required step based on the unique situation of the Fairmount Y.M.C.A. at the present time.

This paper respectfully submitted.

Don McComb,  
Executive Secretary,  
Fairmount Y.M.C.A.
APPENDIX E

Objectives Chart, Fraserview-Killarney YMCA, (September 1958)
OBJECTIVES CHART - FRASERVIEW-KILLARNEY

Purpose- To consolidate and direct efforts of the Board of Management for the greatest benefit to the community.

Assumptions - (1) That membership and need for program will continue to increase.
(2) That the geographical area of program and membership will increase.
(3) That the Fraserview-Killarney Extension will eventually be an autonomous or separate Branch.
(4) To meet these developments, we must concentrate: (a) Leadership.
(b) Program.
(c) Board and Committee organization.

Leadership:- That recruiting, training and recognition of leaders be seen as a necessary goal in the development of program.
(1) Recruiting - That leadership be recruited for program where Board and Committee members are now involved, and that leadership be recruited before future activities are started.
(2) Training - That a leaders' fellowship be organized for (a) Clearance of program,
(b) Fellowship and identity.
(c) Training.
(3) Recognition - That recognition be seen as a great factor in good leadership, and that steps be taken for greater leadership recognition.

Such a plan would allow Board and staff to spend more time on development and co-ordination and provide a means of bringing in new membership on a leadership level.

Program:- 1. To study and develop a family Y.M.C.A. approach to program.
3. To investigate teenage program needs and develop accordingly.
4. To study and determine geographical priorities as to development of program.

Board & Committee Organization - In order to be prepared for (and assist in bringing about) autonomy of this Extension, certain steps must be taken:
1. The organization of the Board of Management be set up as per the attached chart.
2. The Board be set up as a planning and coordinating body.
3. The Building, Program, Leadership, Finance and Teen Council Committees be set up by December, 1958.
4. The possibility of Board development and education be investigated.
ORGANIZATION - FRASERVIEW-KILLARNEY BRANCH Y.M.C.A.

METROPOLITAN
BOARD OF GOVERNORS

FAIRMOUNT BRANCH
BOARD OF DIRECTORS

FRASERVIEW-KILLARNEY
BOARD OF MANAGEMENT

HAVE - 3
FUND RAISING
MEMBERSHIP
PUBLICITY

NEED - 7 More
BUILDING
PROGRAM
LEADERSHIP
WORLD SERVICE
FINANCE
TEEN COUNCIL
EXECUTIVE
APPENDIX F

Area Programme Council, Fraserview-Killarney YMCA

(October 1959)
APPENDIX F.

Subject: "Use of the Area Program Council."

Thesis: (1) Laymen can carry more responsibility than they are presently carrying.
(2) Areas that are now Secretary responsibility can be handled just as effectively by laymen - this is the idea of laymen contributing their individual skills.
(3) The Secretary is a resource person only - he is not "Mister Y.M.C.A." - nor is he a program leader.

Method: See blackboard -
(1) Board has on it Chairmen of all area councils.
(2) The Area Council is responsible for complete operation of program in their area.
(3) Functions that are of a collective nature are under the jurisdiction of the Board, e.g., leadership training, club councils, standing committees.

The key: The Council becomes a Task Committee, using local resources for leadership, and leadership supervision. e.g. - School P. E. teacher supervises and trains gym instructors on a volunteer basis. e.g. - Former adult N-Y club leaders supervise N-Y club leaders.

Grass-roots method used - parents involved extensively.

The advantages: (1) Greater involvement of laymen - leads to greater identity.
(2) Greater Secretary productivity.
(3) More members served.

The problem: Can this method be as qualitative as one involving Secretary-supervised leaders?

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<tr>
<th>BOARD</th>
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<tr>
<td>MEMBERSHIP COMMITTEE --- WORLD SERVICE COMMITTEE --- PROGRAM COMMITTEE --- BUILDING COMMITTEE</td>
</tr>
<tr>
<td>AREA COUNCIL #1. --- AREA COUNCIL #2 --- AREA COUNCIL #3 --- HI Y COUNCIL</td>
</tr>
<tr>
<td>--- LEADERS TRAINING --- N-Y COUNCIL --- ETC.</td>
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Bibliography

Works Cited and Sources Consulted


Unpublished Manuscripts


